

UNIVERSITY GRANTS COMMITTEE

Report of the sub-committee on

HALLS OF
RESIDENCE



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UNIVERSITY GRANTS COMMITTEE
SUB-COMMITTEE ON HALLS OF RESIDENCE

Professor W. R. Niblett, B.A., B.Litt. (Chairman)
A. L. C. Bullock, Esq., M.A.
Professor D. G. Christopherson, O.B.E., D.Phil., A.M.I.C.E., M.I.Mech.E.
Miss D. Dymond, C.B.E., M.A. (who also acted as Secretary)
Sir Eric James, M.A., D.Phil.
Professor N. F. Mott, M.A., F.R.S.
Lady Ogilvie, M.A.
L. H. A. Pilkington, Esq., M.A.
Mrs. M. D. Stocks, LL.D., Litt.D., B.Sc.(Econ.).

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FOREWORD

by SIR KEITH MURRAY,

Chairman of the University Grants Committee

"Provision for common life and intercourse is a condition of the highest value in a University education. Not only is the intellectual training of students apt to be stunted if they remain as isolated units after leaving the classroom . . ."

As early as 1921, in the second year of their existence, the University Grants Committee drew attention in these words to the importance of corporate life as an essential part of university education. In practically every report since then, the committee have again returned to this thesis, and throughout the years, particularly since 1945 when they were enabled to give capital grants to universities, they have put at the universities' disposal funds for the provision of playing fields, students' unions, refectories, and halls of residence, without which a fuller corporate and social life becomes well-nigh impossible. Changes since the war have made the greater provision of student facilities and amenities more necessary than ever before. The expanding frontiers of knowledge, the growing content of the students' curriculums and the increasing specialisation of courses in both arts and science tend to leave most students too little time or inclination for the development of those wider interests which should be part of their heritage at a university.

Recent visits by the committee to the universities and colleges have impressed upon them the inadequacy in many places of the existing facilities to meet the growing call for them. There is little hope of extra-curricular activities flourishing without adequate accommodation; without refectories or dining rooms in which meals can be obtained until quite late in the evening, there is little hope of persuading students to spend more of their day in the university precincts—to use the libraries, to debate, to discuss, to widen their interests in literature, in music and in the world in general. The "student day" must be lengthened if they are to get the fullest benefit from their brief stay in the universities. It has been said that the Oxford graduate receives half his university education from the dons and the other half from his fellow students; it is this supplement or complement to teaching in the classroom or laboratory that has become increasingly necessary and valuable.

Residence in the university is of course the ideal way of extending the student day. The committee have from their earliest days commended halls of residence as a desirable provision for common life and for the interplay of mind upon mind. The university authorities are everywhere recognising the necessity for them and students themselves are increasingly conscious of the value which they can give. The demand for them is growing rapidly and their cost at about £1,500 to £2,000 a student place appears high. If substantial sums of public money are to be invested in their provision, there must be a clear view of their objective and

of the conditions which determine their success or failure to attain it. It seemed to the committee that the universities would be assisted in formulating policy by a fuller study than has yet been undertaken of the educational role of the hall of residence and it was for this purpose that they appointed the sub-committee whose report is now published.

The committee wish first of all to thank the members of the sub-committee most warmly for the great amount of time, thought and trouble which they have obviously devoted to their task. They have received both oral and written evidence from a large number of individuals whose first-hand knowledge of university life and student affairs was put freely at their disposal. They have come to clear conclusions which will be of value to all those who have the responsibility of planning, building and running halls of residence. The sub-committee have not attempted to establish a blue print for halls of residence; they have rightly recognised the diversity of circumstance and tradition in different universities but they have pinpointed clearly the many considerations and issues which confront those who have to solve their particular problems. Finally, their report, while establishing the important role which halls of residence can play in university life, does not fail to point out that their provision is but one means—though a very important one—whereby the students' life in the university may become fuller and richer. The committee and, they are confident, the universities, owe a great debt to those who have given their services so generously in the study of this problem.

INTRODUCTION

1. The terms of reference given to us were as follows:

"To consider and report on the nature and importance of the role which should be played by halls of residence in the education of university students, and its relationship to that of other forms of student organisation; the manner in which halls of residence should be administered and staffed in order to carry out this role; and the arrangements within universities for formulating policy on these matters and for supervising its execution."

2. Early in the life of the sub-committee it became clear that the central questions by which we were challenged had far-reaching implications. No one can say what part a hall of residence should play in the education of university students until he has a concept of the purpose of a university and of what it may properly be expected to do for its undergraduates. Should a university be chiefly a place of academic or technological teaching? How important is it that it should be more?—and how much more? By what means in an age like ours can it be made potent and effective as a centre of liberal education?

3. It may perhaps be taken for granted that three of the most important activities in a civilised community today are the higher education of intellectually able young men and women; the promotion of learning; and research or the advancement of knowledge. In this country, as in many others, it is the practice to combine these three activities within one institution, the university. Nothing that we say should be taken to minimise the importance of any one of them or the beneficial effect of each of them on the others. None the less, as we have heard evidence from vice-chancellors, from wardens and others, we have had to ask ourselves whether there are not some aspects of education that the universities have neglected and are still neglecting. While in the universities able men give admirable instruction in a particular discipline, be it history, physics or medicine, yet in the development and general education of a student as man and as citizen there is much that the universities could do, but do not always do. As John Stuart Mill has said: "Men are men before they are lawyers or physicians or manufacturers; and if you make them capable and sensible men, they will make themselves capable and sensible lawyers and physicians."

4. The responsibility of the university for the liberal education of the student is not everywhere taken seriously enough. Apart from his attendance at lectures, laboratories and tutorial classes, it is our belief that he should mix with his fellows and seniors under conditions which give him great encouragement to appreciate and discuss matters of the spirit and of the intellect at the highest level of which he is capable. Here we mean, according to aptitude and tastes, religion, art, music, politics, current affairs, and the relationships between human beings, to mention but a few. The educated man must have come to some real degree of self-knowledge, must have begun to work out a philosophy of life. It is the opinion of the sub-committee that the hall of residence has a role of great importance to play in this wider education, though nothing that we shall



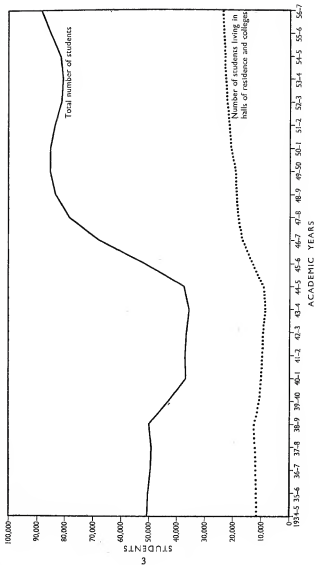
say should be taken to imply that halls can or should take from departments their share of the responsibility for developing close staff-student relationships.

5. A hall is a place where students live; it can be much more if, but only if, such a relationship is established between staff and students, and between the students themselves, that their level of response is raised. Much of the liberalising and civilising power of an education is exercised imperceptibly by the values powerfully embodied in it, so that people are encouraged to develop attitudes and make evaluations in addition to those which the study of their academic subjects may demand. And in this, what matters most is the outlook given to the student by that part of society in which he lives—pre-eminently the university. If a hall within the university is to be an instrument of liberal education it must be placed in the hands of people who regard it as such, and who are competent to make it effective. And they will need from their colleagues the co-operation and interest their work deserves, the close support of the senate as well as of the council of their university. It may be that wardens of halls have not always been accorded the place in the university's life to which we believe their office entitles them because their function has not been accepted as of high educational importance in the purpose of the university as a whole or as part of its *raison d'être*.

6. We are aware that the conclusions we have reached, first, regarding the role which halls of residence should play in the education of university students, and, second, regarding an improvement in the status of their wardens and the size of their senior common rooms, will not be easy to translate into practice. Many universities are in a process of transition from mainly non-residential towards more fully residential communities, and this process must of necessity be evolutionary, arising from what already exists and showing constant regard for the special circumstances of each case. It would, of course, be quite impossible, even had we wished to do so, to try to sketch a blueprint for halls of residence which should be universally applicable. The evidence we were given made it abundantly clear that there is immense diversity between the circumstances, and hence between the policies, of different universities. Yet we have also been struck by the fact that within this diversity the lines of evidence seemed to converge on certain points, and we have tried to set out these points faithfully. It is to be noted that our terms of reference did not confine us to the making of suggestions which could be carried out within the present system of financing or administering halls.

7. The sub-committee have met on fifteen occasions and have received evidence either in writing or by personal interview from many people who gave much of their thought and time to the sub-committee's work. We are deeply indebted to them. Representative bodies of university teachers, wardens of halls and students have submitted memoranda to us, for which we are grateful. Members of the sub-committee have themselves during the past eighteen months visited halls and union buildings in a number of universities, both in Great Britain and other countries. By the generosity of the Rockefeller Foundation, the chairman of the sub-committee was able to see during 1956 some of the rapid developments in residential provision now going on in the universities of the United States and Canada. But the opinions and suggestions of the sub-committee are, of course, their own, and we would not wish it to be thought that any of our witnesses or friends were to be held in any way responsible for them.

Fig. 1. Number of Students living in Halls of Residence and Colleges compared with total number of Students, 1934-1957 (Great Britain)



THE BACKGROUND

8. In 1955-56, universities in Great Britain had 85,194 full-time students, of whom 23,707 lived at home, 38,072 in lodgings and 23,415 in colleges and halls of residence.¹

Historical background of residence in the older civic universities

9. This general statement, however, does not give a true picture of conditions in any one university: for most of the modern universities of England and Wales were originally intended for local students, and the story of the growth of interest in residence is different for each place. In Scotland, the original residential system had long been forgotten by the end of the nineteenth century, and a tradition had been established by which students, if they could not live at home, lived cheaply in lodgings. The founders of Birmingham, Leeds, Liverpool, Manchester and other universities in great industrial towns intended that the city should add to her amenities a university for the benefit of her sons and daughters living in their own homes. When Dr. Jowett supported the foundation of University College, Bristol, in 1874, he said that the promoters wished to create a local university, one of whose advantages would be that students could live at home.² When Sir Michael Sadler reported in 1904 on the development of education in Exeter, he noted that west country students naturally desired to find opportunity for higher education within easy reach of their homes.³ Yet all these universities have been led by experience profoundly to modify the plans of their early advisers.

10. In the large industrial cities, halls of residence came into being in the natural process of history, as non-local students were attracted to the university and found that lodgings were squalid, dear or unobtainable. At Manchester, for example, a few private individuals who sympathised with the difficulties of the women students called a public meeting in the Town Hall in 1899, where a constitution was adopted, subscriptions were invited, and Ashburne Hall was born.⁴ Most of the halls established before the turn of the century were intended for women, an arrangement perhaps not uninfluenced by Victorian ideas of chaperonage. Aberdare Hall at Cardiff opened in 1885, Alexandra Hall at Aberystwyth in 1896, Ashburne Hall in 1900 and Clifton Hill House at Bristol in 1909. Many of the early halls were provided by private initiative; others owed their existence to religious foundations, which realised that students had needs other than those for which their departmental studies catered. These halls were usually financed in part by subscriptions, and sometimes led an independent life before coming under full university control. At the time, for example, when the University of Sheffield took over the halls of residence in 1924, they were housed in university buildings and received grants, but they still had their own responsible committees which had fallen back on subscriptions to meet any deficits. The pattern was repeated in one civic university after another: to meet a need for which the university itself had not provided, a hall was established, by private venture or by benefaction, which did not at first come fully under the jurisdiction of the university.

¹ University Grants Committee returns, 1955-56.

² *The Life of a University*: by B. Cottle and J. W. Sherborne, p. 6.

³ *The University of Exeter: a Retrospect*: by L. J. Lloyd. *The Universities Review*, Vol. 28, No. 2, February, 1956, p. 4.

⁴ Ashburne Hall. *The First Fifty Years*, p. 5.

Historical background of residence in the younger universities

11. The older civic universities whose existence had originally depended on a large local population developed the idea of halls of residence empirically, regarding them as accretions, not as central to the community. The younger universities, on the other hand, knew from the outset that their district could not provide enough students to fill them. Dr. W. M. Childs, describing "our vision of the University of Reading", considered the provision of residence an essential condition, and when his dream was realised in 1926, the new university already possessed five halls.¹ In Southampton the college authorities, though hard pressed for funds, deliberately embarked on a residential policy from 1919, making their start for men students with South Stoneham House in 1921, "in faith and hope, but with expectation of coming to charity", as the original vice-warden put it. Residence came to be regarded in the universities of this group as the natural and usual condition of a student's life. At the present time, there are still very few home students at Exeter, Hull, Leicester, Southampton, Aberystwyth and Bangor, and hardly any at North Staffordshire.²

Growing sense of the drawbacks of home residence for university students

12. During the period between the wars, however, the policies of the larger and smaller universities began to draw together. Living at home is satisfactory for many students, as some persons develop more happily in the atmosphere of a private family than in communal life, and some homes have very much intellectually to give their children. But it seemed increasingly clear that the gap between the way of life in the home and the way of life required to foster academic progress was growing wider as the university population increased. A quiet and warm place to work in, an understanding of the kind of work he was trying to do, a wide cultural influence to accompany and broaden his academic course, were advantages that the home student often lacked. Sir Eric Ashby notes that in 1944 about half the students of one university came from homes with family incomes of less than £500 a year, and 32 per cent of the students in another had not even bedrooms to themselves³. Even where home conditions were good, it was still held to be a disadvantage that, at a moment when he should be making a tremendous spring towards intellectual maturity, the student remained a young person in his parents' house. The stimulus of fresh scenes, the exhilaration of independence, the sense that a new, adventurous phase of life was opening, were denied him. As Bruce Truscot provocatively put it, "Bill goes off five mornings a week to Red Brick University exactly as he went to Back Street Council School and Drahtown Municipal Secondary School for Boys."⁴ Probably Bill had some obligations to give domestic help, and his sister might have far greater ones, to the extent of seriously disturbing her working hours. It began to be felt that in many cases there was real disharmony between the leisure interests which the student's home and neighbourhood afforded and new interests which were not strictly a part of his academic course, but which academic work stirred into being. He was, it was held, all the more likely to experience this cleavage when a long daily journey separated the two halves of his life, and encouraged him to make for home as soon as his last lecture ended.

¹ Making a University: by Dr. W. M. Childs, p. 168.

² University Grants Committee returns, 1955-56.

³ A note on an Alternative to Halls of Residence: by Eric Ashby, *Universities Quarterly*, Vol. 5, No. 2, February, 1951, p. 150.

⁴ Red Brick University: by Bruce Truscot, p. 21.

Reading for degrees away from home

13. It was to combat such dangers as these that headmasters and education officers began to advise potential undergraduates to seek entrance to distant universities, even though there might be a university in their home town. There were other reasons, too, among them the fact that some subjects could be studied only in certain universities: engineering, for example, forestry, veterinary science, oriental languages, dentistry. In contrast with the days when the natural thing for a resident of (say) Manchester was to attend the Victoria University of Manchester, a process began by which students changed places all over England, so that a Newcastle student, perhaps, read for his degree in Birmingham, and a Nottingham man in Manchester. Nottingham, in fact, demonstrates very clearly the effect of this process: although the city of Nottingham was estimated to contain 311,500 persons in June, 1955, and is placed in a fairly populous region, only 372 out of the total 2,066 students at Nottingham University at that date lived within thirty miles of it. In no university institutions except those at Newcastle (King's College), Liverpool, Cardiff, Swansea and Glasgow, do half the students now come from homes within this radius.¹ The historian of the University of Sheffield records, "In 1938-39 only about 300 students came from homes too far away for them to return there daily. By 1952 their number had increased to nearly 1,400."² In 1934-35, 44 per cent of the whole student population of Great Britain lived at home, but in 1955-56 less than 30 per cent lived there. The practice of going away from home for a university education, though perhaps based on sound educational principles, is, it must be remembered, expensive and inevitably intensifies problems of accommodation.

Advantages and drawbacks of residence in lodgings

14. The great majority of students entering a university away from their home town lived in lodgings. A growing number preferred to study at a university at a distance from home, while many, of course, had to leave home because there was no university in their area. Even in the 1920's suitable accommodation was sometimes hard to find. Students in good lodgings could concentrate on their work in a place which respected their hours and special needs. Some places, such as Edinburgh, had an excellent tradition of university lodgings. Here the landladies are said to understand a good deal about the proper conditions for academic work, even to the point of holding their own credit involved in their lodgers' examination results. But traditions change with the times, and it would be hard to tell without fuller investigation whether this picture is accurate today. Even in good conditions a student might sometimes feel lonely, especially if he were shy and self-contained: and very often the conditions were not particularly good. Sometimes lodgings were scarce, and often they were barren. A student from an industrial suburb might find himself in lodgings that were only a commercial edition of his own home. Nothing in them interpreted his strange new university world to him, or helped him to live in it fully, instead of visiting it during lecture hours.

Increasing support for university residence

15. Scarcity of lodgings and a sense of their inadequacy to the students' needs were the two forces that impelled the universities to create halls of residence.

¹ University Grants Committee returns, 1955-56.

² *The Story of a Modern University*: by A. W. Chapman, p. 430.

Their conception doubtless owes much to the influence of the older universities where education is closely related to the collegiate system. Yet the hall of residence in the newer foundation is not an embryonic form of the Oxford and Cambridge college. A college of the older universities is autonomous, has teaching functions and in general is responsible for deciding who shall come to the university. Such an institution would not fit into the usual pattern of the modern university, whose teaching is organised on a departmental system. The hall of residence had therefore to develop a character of its own, suited to the needs of the university it served.

16. In their report dated February 1925, the University Grants Committee noted that, although there were halls at most of the universities (leaving aside Oxford and Cambridge), they provided residence for only 14 per cent of the total number of students. In a report published five years later the committee expressed their pleasure at the progress made and at "the generosity of private donors", mentioning Bristol, Birmingham, Edinburgh and St. Andrews as examples. There is, in fact, no part of university life that has attracted local benefactors more than the building of halls. Maclay (1921) and MacBrayne (1923) Halls at Glasgow, Connaught Hall (1928) in London, Wills (1929) and Manor (1932) Halls at Bristol and Henderson Hall (1930) at King's College, Newcastle, are among the many which owe their foundation to a private gift. By 1934-35, the percentage of students in residence had reached 15.8, and by 1938-39, it was 16.8 (still excluding Oxford and Cambridge).¹

17. Since the war, although the universities have aimed at providing enough residential accommodation at least to keep pace with the large increase in numbers, the claims of halls have had to compete with expansion of university requirements on a scale hitherto unimagined. Nevertheless, much has been done. Since 1944, 67 additional halls have come into use, including one at least in almost every university. Yet this achievement does not alter the scale of the problem remaining. While some of the younger universities continue to follow their original ideal of offering residence to most of their students, a number of the larger ones today are planning to launch far-reaching schemes for expanding their residential accommodation. These will in some cases markedly alter the whole structure of their student life. The vice-chancellor of the University of Manchester stated to the university court on May 11th 1955, "We can confidently say that we are offering our students good educational facilities . . . but too few are learning to undertake responsibility, to find a real purpose in life, to acquire poise and to develop those qualities of character and personality which are essential for leadership. Experience has convinced me that the only way to remedy this defect is to take steps to become ultimately, and as quickly as possible, a residential university."

THE PROBLEM

18. Three forces, then, have led universities in the recent past to build halls of residence—shortage of accommodation; a recognition that all was not well with the student in the lodgings available and with some students living at home; and

¹ Reports of the University Grants Committee dated 5th February, 1925, 10th April, 1930, 23rd March, 1936, 7th October, 1948.

a belief on the part of many people in the civilising and educative effect of halls of residence. All these forces are more powerful today, and the first at least will increase its pressure in the future.

The problem of accommodating increasing numbers

19. In 1938-39, there were 50,002 full-time students in the universities; in 1946-47, 68,452; in 1955-56, 85,194. The greatly increased number of children who were born soon after the war are now approaching the age of university entrance. Nor is the problem one of finding places for a temporary increase only. Applications for entry seem likely to continue to rise and a generous flow of well equipped graduates is indispensable to the Britain of the future. The universities already expect the number of students to rise from 85,194 in 1955-56 to 102,000 by the early 1960's. A correspondingly great, or even greater, expansion may well be called for in the following years.

20. Where are the students to be housed? The lodgings report of the University of London for 1955-56 draws a disquieting picture. For the first time in its history, the report states, the bureau "had to advertise for lodgings in order to provide enough accommodation for the opening of the new session." It is now almost impossible for a student to find rooms anywhere in central London, and "he is lucky if he finds one nearer than Golders Green, Finchley, Hornsey or Muswell Hill. It seems quite certain that the position will deteriorate, and the bureau may have to tell students next September that lodgings cannot be found for them." London's problem may be the most desperate, but the provinces, too, have acute difficulties. At one university we heard of students, nominally resident, who shared bedrooms several miles distant from the central buildings. At another, we were told that "the hard fact is that we shall not be able to go on taking our present numbers of students, still less to take more students, unless we can ourselves provide places for them to sleep." Many universities are functioning at present by means of makeshift accommodation: the vice-chancellor of one of the smaller universities told us that his university could not advance beyond its present numbers unless it could make further provision for residence, though if that were made, it could expand by 30 per cent without much difficulty. It can no longer be assumed that lodgings form an elastic reserve of accommodation which can be stretched indefinitely to admit increasing numbers.

The problem of furthering the general education of the student

21. One side of the problem is to supply the student with a house to live in. The other side is to supply him with the kind of house in which he needs to live if he is to get the most out of his short stay at the university. For the modern student has not an easy task to achieve, coming as he frequently does from a background where the aims and standards of university life, and of the careers to which it leads, are not understood. There is a general sense abroad that more could be done to help young men and women to make the transition to a way of life that accepts these standards. Before the great social changes of this century, the older universities at least could generally take for granted that a student's course of study was in harmony with his background and upbringing, that very possibly his father had undergone in youth the same kind of intellectual discipline, and that students would bring with them tastes and talents that would enrich the common life. Now the influence of such fortunate students may be diffused among many who have the intellectual ability to profit by a university education,

but not the background which would give that ability full scope. They are the first generation of their families to enter a university, and on their arrival they may, despite the enlightened efforts of the schools, be still deeply ignorant of its real aim and nature. It may seem to them primarily a place where they as individuals will be prepared for posts. They do not see it also as a society where knowledge is advanced and a whole range of intellectual values revealed through a way of life—a society whose standards they must themselves embody if they are properly to have a university education. To accept the idea that university standards should influence their whole personality, their range of interests and their social being, requires a revolution of mind and attitude.

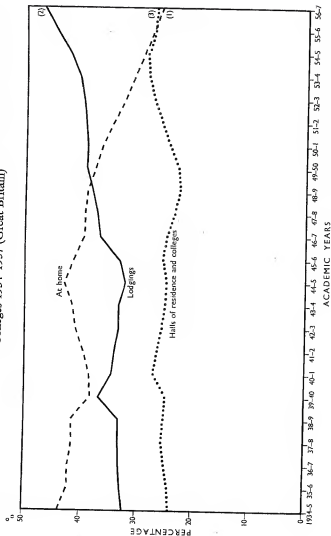
22. The work of a student reading for an honours course is normally centred in his department. Here he will not only attend lectures and other classes, but will meet other students working on the same subject. In a good department there are informal contacts between staff and students, and it is here that tutorial classes and individual help for students are most easily arranged. It is here, too, that a student is likely to have his first contact with first-rate minds engaged on research or scholarship. It is here that, within the complex organisation of a modern university, a student may feel that he has his base. It is in the department that he finds, or should find, members of staff who are interested in his progress and want to help him to become a good chemist, historian, lawyer or whatever it may be.

23. A department, however, has its limitations. A student may be confined by his departmental interests. He may rarely meet students reading for other subjects and practically never meet members of staff working in fields other than his own. The department helps him with his subject, but it may insufficiently consider his development as a well-balanced and widely-educated man. Inevitably students reading for honours are likely to attract the most attention from the staff of a department; while the general and pass students who make up an important part of the student population are shared between several departments and may be the individual concern of nobody.

24. "The nine to five mentality" has been described to us as the great enemy of university education—the assumption, in other words, that university experience is contained in a specific programme related to a limited working day. Insistence on measured working hours may be justified when a man is carrying out work which he does not like, for the sake of a livelihood: but when he is lucky enough to be doing work which he chooses, which vigorously interests him and which has universal reference, his general activities should naturally fall into harmony with it. On every side there is a demand for graduates who possess, as well as their specialised knowledge, a wide range of interests, initiative, consideration for others, a strong sense of personal integrity and a willingness to take responsibility. If university education is to succeed in the fuller sense, it must help the student to achieve these qualities: and he can hardly achieve them unless he lives in civilised conditions outside his lecture hours, is a member of a social group to which he can feel loyalty, and has many personal contacts which will extend his interests.

25. The universities, then, are faced with two urgent and immediate problems: the problem of housing their students somehow, somewhere; and the problem of helping them to adjust themselves to university life. The policy of most

Fig. 2. Proportion of Students living (1) at Home (2) in Lodgings (3) in Halls of Residence and Colleges 1934-1957 (Great Britain)



universities is to link the two together, and try to ensure that the hall of residence, like Aristotle's State, though it has come into existence for the sake of life only, should continue to exist for the sake of a good life.

THE AIM OF THE HALL OF RESIDENCE IN UNIVERSITY EDUCATION

The practical value of halls in providing accommodation

26. The simplest view of the hall of residence is that it houses students who are living away from home. The importance of this simple and obvious function must not be underestimated, for the present work of a university could not be maintained without halls, and the anticipated expansion can hardly be achieved without building many more. In 1955-56, 23,415 students (or 27.5 per cent) were in residence out of a total university population, including Oxford and Cambridge, of 85,194. There is, as we have seen, great pressure on residential accommodation and many students are living in unsatisfactory conditions because there is no room for them in hall. If the numbers rise materially in the next decade, as many as 10,000 more students may have to be accommodated in halls merely to maintain the present proportion. But since the supply of lodgings as alternative places of residence is already almost exhausted in many areas, it will be necessary to do more than maintain the present proportion. A considerable part of the suggested expansion will have to be housed in accommodation provided by the university simply because there will be nowhere else for the students to go. And this crisis of accommodation will face the universities in a very few years. Possibilities of a yet further increase during the period 1964-67 have to be kept in mind, with a consequent intensification of the residential problem. An evaluation of halls of residence must begin by recognising their primary importance in providing the student with a place in which to eat and sleep. No policy of university expansion can have reality unless it begins with the question: where are the students to live?

Potential value of the hall in general education

27. But a hall of residence can, and often does, mean far more than a place in which to eat and sleep. From the establishment founded by nineteenth century pioneers to house students who came from a distance, the hall has grown into an institution in its own right, with important educative functions. We believe that its educational possibilities are great. It can provide the student with a society to which he really belongs. In it he will have the stimulus of free and informal discussion among a wide variety of his contemporaries. The experience of living with others, the friendships he makes, his everyday contacts with people from very different backgrounds, all extend his social experience; and if his hall has the right spirit these social experiences will not be divorced from his intellectual life. Moreover, the academic influences which should surround the resident student have time to sink in and become effective, for unlike the students in homes and lodgings he does not have to adapt himself to a daily jolt into another world. The witness who deplored the "nine to five mentality" added that a good hall was the place in which to lose that outlook. For the resident student, university experience is not connected only with the place where he works by day, but with the whole of his life at one of its most vigorous and impressionable stages.

Limitations often found in practice

28. Not every hall as yet reaches the ideal suggested here. Some are regarded—at least by people living outside them—as colourless, lacking individuality and playing no part in the education offered by the university. In a hall isolated from the rest of the university, indeed, where the small daily affairs of the community take on an undue importance, intellectual life may be insipid, to the frustration, conscious or unconscious, of its brighter members. It is not true that students put to live together always and inevitably create a civilised and civilising society; something more is needed than adequate accommodation and the experience of communal life. At one hall we heard that great trouble had been taken to improve the physical conditions, yet the result in general standards had not come up to expectations. A hall will not develop an urbane social life unless someone has taken trouble that it should. A chilly and ill-kept building where the furniture has been knocked about by generations of students does not help to raise the level of social behaviour, and conditions are not favourable to private study in a hall made barbarous by noise. So far from helping each other to mature, students might be found descending to the level of puerile initiation ceremonies. All the limitations that characterise a closed society are potential dangers to a hall of residence—exclusiveness, snobbery, a clannish spirit of the wrong type, narrowness of outlook, excessive gossip.

Characteristics of a good hall

29. What, then, distinguishes the lively, significant hall from the unsuccessful one? What exactly is meant by “the civilising and humanising influences” of a hall? The first essential is that the society should contain a large enough number of people who are able and willing to nourish its intellectual life. We therefore regard as all-important factors the personality and authority of the warden, the support of a senior common room and the leavening of the student body by some exceptionally able members—preferably drawn from a variety of faculties—in each year of the course. A number of suggestions which may help to make these ideals more attainable will be made later in our report.

30. The physical conditions of the hall should, as far as possible, be planned to facilitate the way of life desired. We do not wish to encroach on the field so admirably covered by the 1948 report on *The Planning of University Halls of Residence* but simply to urge that the building be designed for the maximum of privacy and quiet. We would ask those who are responsible for the planning of halls to avoid long corridors and to use ingenuity in combining small groups of rooms into units which preserve a sense of individuality and independence. The staircase plan, which has obvious drawbacks, is not the only alternative that may be considered. We have seen plans of halls in other countries which contain a number of variants, such as the “parlour group” where a number of study-bedrooms cluster round a small common room; or a design where groups of rooms alternate with deep verandahs on either side of a corridor in such a way that no doors face each other; or a high building in which rigorous attention has been given to noise-proofing and where on each floor there are separated units for some 20 students, each with a common room and other amenities. We have also been interested in several remarkable experiments in the designing of flats that have been made in recent years. Some of these seem to us to embody ideas which might be used in planning halls of residence—for example, the use of staircase towers which make it possible for blocks to be so placed as to allow windows in all four walls.

31. Variety and individuality must be sought, if the difference between a hall and a hotel is to be maintained. We would deprecate small uniform study-bedrooms with identical furniture and decoration, and would suggest that when new buildings are being planned the architect might be asked to vary whenever possible the design and shape of study-bedrooms, even the smallest being made large enough to allow its owner to express individuality in its arrangement. The possibility might be considered of providing some small common rooms for groups of students. The public rooms should have dignity. A library with good reading accommodation is essential, and it is a great asset if rooms for music practice and music listening can be provided. Noise is so natural to a student community and so inimical to its purpose of study that everything likely to increase clatter—such as stone stairs, wooden floors, noisy doorfittings, large undivided echoing common rooms and refectories—should be avoided, and the building provided with proper insulation and sound-absorbing devices, door stoppers and flooring of rubber composition. As the report of 1948 remarked, "thick pile carpets have a remarkably civilising effect on students".

32. Conditions of private study for a hall student should be very considerably better than in most homes and lodgings, for the organisation is framed to protect his working hours and he is free from material worries or landlady troubles—while it is by no means unknown for a day student to find a television set installed in the only room that is heated. We have been frequently told that hall students win a higher proportion of academic distinctions than their fellows, and although to some extent this is to be expected since halls are apt to choose a rather higher proportion of able men and women to join their community, they are rightly proud of their succession of distinguished members, whose example gives an incentive to the on-coming generation. It is probably an advantage to the man in residence that he sees his seniors at work and insensibly gathers much from them about the best pace and method in study, whereas many students in lodgings swing uncertainly between wasting time and overworking. According to the evidence we have heard, most people value separate rooms and many would hesitate to enter hall unless one were assured, though some prefer shared rooms in their early years, either because they are naturally gregarious or because they cannot face solitude. But as they mature, many of these latter students begin to want rooms of their own, and the general opinion of their elders is that a single room would always have been beneficial to them and would have helped them to mature earlier. We are in agreement with this view. A room of his own is far more than a convenience to a student: it is an instrument of education. We believe that the provision of separate rooms is justified by the personal and intellectual development they effect.

33. The successful halls are those which continually suggest new interests and fresh points of view to their students. They have a great asset in the variety of their membership, which is drawn from all faculties and many different backgrounds. A student engaged in specialised study is apt to confine his interests, like his acquaintanceships, to his departmental course; but the hall has the opportunity to provide a change and counterpoise. Much information has been given to us about the care with which a balance is held in many halls between students from different stages of study, different home regions or backgrounds, different racial groups and different faculties. One university takes 55 per cent of students studying arts subjects, 22 per cent science, 20 per cent medicine, 2 per cent social studies. Another accepts two-thirds of arts students to one-third of

science, while others keep a rough proportion with the total numbers in each faculty. Such admixtures produce a hall population with elements so varied that it should not be hard to combine them into a versatile and vigorous community. We have noted that the highly successful halls known to us keep themselves fresh by welcoming outside contacts and visitors. We would specially commend the institution of regular guest nights when students have the opportunity of meeting interesting and distinguished people—members of their own or other universities, representatives of industry and the professions, or foreign visitors. The numbers of students present either as hosts or guests at this and other forms of entertaining should be small, and hence the occasions must be frequent: for the aim must be to give abundant opportunities to individuals, not to attempt a sort of mass social education. Hall life should help students to mix easily with people outside the walls as well as within them. But the students must not feel that they are being organised, rather that the way is opened out for them to explore new fields. A hall is unfortunate if it does not possess a quota of enterprising and gifted members who lead the rest towards wider interests. Signs of this creative activity are to be noted for instance in the choice of pictures, the programmes of music, the atmosphere of the library, the variety of opened periodicals. The part of the hall authorities is to see that the facilities are there, and to quicken among the students a desire to experiment with them.

34. A good hall is full of life and ideas, which often find expression in more or less formally organised activities. We have heard of debating societies, discussion groups, play reading and dramatic clubs, visits of outside lecturers, enterprises in social service. Listening groups are sometimes found, and we would suggest that a hall by its members' own efforts might buy for itself a radiogram or high fidelity set; if the cost of these is regarded as too great a difficulty, it may be recalled that many halls have already managed to provide television sets for their members. Chamber music and choral singing, whether within the hall community or by co-operation between halls, can be sources of pleasure and interest. Not only do students come together spontaneously to pursue some activity, but provision of appropriate materials and organisation will in its turn cause social groups to develop. For example, a good record collection in a comfortable room may foster the growth of a social group centred on an interest in music. And companionship based on a single common concern has a way of growing into wider human relationships giving rise to a whole multiplicity of new interests. Sometimes the university may send original pictures or first-rate reproductions to halls in rotation; or the hall itself may subscribe to a picture-lending scheme as well as buying pictures for permanent collection. It is not a bad idea for a hall to own a stock of framed, interchangeable reproductions of good pictures which may be bung by students in their own rooms at a charge of a few pence a term. In one hall known to us there is a music-making group, a painting group, a modern languages group, a playhouse group which attends the local repertory theatre and meets for discussion afterwards over a cup of coffee in the warden's room, and voluntary seminars from time to time on topical matters of academic interest. The list serves to illustrate the importance of the senior common room element, which is strong in this hall: the students suggest and support such activities because their attention has been drawn, by example rather than word, to new problems and fresh approaches. Of at least equal importance is the provision of a good library, which does not attempt to enter the field of the students' specialised interests (much less provide the text-books which they ought to buy

for themselves), but which contains a good range of general literature, history and travel, with books on art and music, reference books and some recent publications. Every hall should have a supply of newspapers and periodicals, and small groups of students should be encouraged to subscribe to additional periodicals of their own. It is the halls without libraries, pictures, music and general interests that produce students of limited outlook who keep their university work and their leisure occupations in separate compartments. We know from the evidence given us that activities such as those described are carried on in many halls; we should be glad to think that they were more frequent still.

35. A hall of residence is a community smaller than the university to which students can readily give their loyalty. For many of the students membership of a resident corporate group gives a new and different significance to their university career. "The influence of the hall", one witness affirmed, "is half the total influence of the university on a student." Nor does the student learn to receive only; in a hall he has obligations as well as rights, and he comes to realise that if he withholds his contribution, he diminishes the whole. Some of the wardens who gave evidence represented religious foundations, and these felt that the full significance of a hall is to be found in its religious life. But many a hall with no specifically religious foundation has its ethos, constantly setting before the students—without words, simply through the social pattern and the practice of everyday living—the conception that men are members of each other.

36. Everyday life in hall becomes a humanising agent when the morale is good and the general atmosphere easy and friendly, with the right blend of dignity and informality in the conduct of affairs. In contrast with the loneliness of life in lodgings, the evidence shows that students in hall may reasonably hope to form a few close friendships and many more casual but agreeable relationships among their contemporaries. They will be unfortunate if they do not count among their acquaintance some members of the academic staff and some older students, perhaps postgraduate. The process of living together, especially if the warden has discrimination and understanding, can help them to become more tolerant and broadminded, to gain in poise and social confidence. One of our witnesses commented that some of the assets of a good hall—privacy, high standards and membership of a group—were to be found in a good home; yet it was from this very type of home that young people were most often sent into residence, because the importance of being able to appreciate others with different points of view was best realised there.

37. The standard of living in a hall may be quite simple without any detriment to its civilising effect so long as the way of life retains some dignity. No doubt the students will normally fetch and carry their own food and dishes at mealtimes, and perhaps even take some further share in the domestic work which is becoming increasingly difficult to organise through paid help. But many of our witnesses have stressed the importance to the morale of the hall of a formal dinner every night, or as often as possible in the week—formal, that is, in the sense that it happens at a given time, and that the students and senior residents are present, waited on either by a rota of students, or by domestic helpers. Pressure of numbers will in many cases no doubt make it necessary to hold two sittings, but this is much to be preferred to a supper served on a cafeteria system. There should also be special occasions—including dinners on guest nights—when the older social traditions are fully maintained and these occasions should be fairly

frequent, not achieved as an exceptional effort two or three times a year. It is part of the students' training for the modern world to learn to pass easily from the ceremonious to the simple mode, accepting each without gaucherie at its appropriate time. Many a young man or woman who once arrived in hall shy and awkward leaves it a pleasant and balanced personality. To quote a representative of the students' point of view, "Life in hall turns a schoolboy into an adult prepared to take his part in the community."

38. The hall may also give students the chance of joining in activities not otherwise open to them. The university scene is large, and a man may need to be outstanding if he is to play for a university team or hold high office in the union. But any keen student with reasonable prowess may aim at playing for his hall; and the organisation of hall life offers scope to considerable numbers for holding responsible office. One of the problems of a democracy is that its citizens, who should learn alternately how to obey and how to command, get so much less opportunity for learning how to command than how to obey. The sense of responsibility felt by leaders of the hall is salutary in that it helps to amend the neutral habit of the politically passive man. The degree of responsibility offered to students varies much in different places. At one university we were told, "the organisation is mainly in the hands of an elected student committee from which very few problems need to be sent forward to the warden." In contrast to this, a witness spoke of the reluctance elsewhere of some students to risk unpopularity by taking a stand, though conscious that a stand was needed. "These students", he commented, "need the experience of evolving their own rules and dealing in a responsible way with those who are being a nuisance." One warden who gave evidence to us said that the natural desire of the students was for power without responsibility, but that experience of office in a helpful setting developed the right civic sense, and he quoted as example the willingness of a group of students to establish a sinking fund for a special purpose, even though none of those who contributed would benefit. Another of our witnesses pointedly said: "Some men are trained to take responsibility willingly by having it thrust upon them."

39. An increasing proportion of students in days like ours, whatever their faculty, will be going into posts which require the handling of human and administrative problems and call for decisions which can be made rightly and surely only if there is understanding of the non-technical factors involved as well as the technical. The impression left on the mind of the committee by the evidence received is that halls of residence can, and should, play a highly important part in the general education of university students. We do not feel that the problem of residence could be solved by the extensive building of dormitories which merely provide more sleeping accommodation for undergraduates without the influence of a resident warden and a senior common room. We believe that the evidence shows that on educational grounds, as well as to meet the demand for accommodation, the numbers of halls of residence should be increased rapidly and considerably.

THE SITING, SIZE AND POPULATION OF HALLS

Increasing support for halls of residence

40. In recent years university opinion has become increasingly aware both of the need to provide more halls of residence and also of their educational

possibilities. The official policy of almost every university is to give them high priority in its programme of development. But this does not mean that all members of staff feel personal responsibility towards the existing halls: some are strong supporters who are willing to visit them and serve on their governing bodies, others are little concerned. One witness told us that "many people on the academic staff are extremely ignorant about hall and take no interest in it"; another, that "members of staff are patchily aware of the importance of halls"; but in a university whose policy has long been to emphasise the value of hall life we were told that "the academic staff knows well the importance of residence." Most professors and lecturers undoubtedly recognise that the provision of residence is a powerful factor in attracting good students; absence of halls presents the university with practical problems and limits expansion. At their meeting in December 1956, the council of the Association of University Teachers unanimously resolved "that the executive committee of the A.U.T. favours a substantial increase in the number of halls of residence in the universities and urges the government to provide the necessary capital grants for this part of the university building programme, treating it as urgently as the expansion of the academic departments."

41. Among students, there is no doubt that the value set on residence is high and still growing. In one university where twenty years ago the idea of hall life found no favour, the students today are eager that it should be available for all. Students (especially women) not infrequently name a university as first preference for entry mainly because it seems to them to offer the best chance of a place in a hall. In only one instance throughout our investigation were we told of unwillingness to come into hall; in every other there was a story of disappointed applicants and a variety of expedients for sharing out the privilege of residence. Members may have to leave hall after their first or second year or after failure in examinations. Students are sometimes deterred by expense from making application to enter, but the desire to apply is widespread. A student representative told us that his association drew a distinction between the hall of residence and the hostel which was a mere lodging place, and strongly favoured the hall because of its value to social and academic education: the students would like to see more emphasis on halls of residence in plans for the future, and would prefer new halls even to additional union buildings. Asked whether the support for an extension of residence was unanimous among his members, he replied that in so large an association nothing was unanimous, but the support was certainly overwhelming. There seems, in short, no doubt that the university world in general wishes to bring about a considerable expansion of residence and to create new halls.

Plans for expansion and siting

42. No generalisations can be made about university plans for expansion because every university has its peculiar historical and geographical setting which must dictate a scheme individual to itself. But we believe that those universities are most fortunate which can place their halls near the university centre—even if this means utilising existing houses or terraces of houses—and that only where circumstances compel should new halls be built a long way from the university. There are possibilities even in buying or building "university streets" near the central block, made attractive by open unhedged grass borders and perhaps trees and flowering shrubs. Some of the houses could be combined into a hall of residence with adequate space for senior members of the resident community,

while others could be reserved for married members of staff. It is in any event a great advantage for the students to issue from their hall straight into the full tide of university life, and an advantage for the university as a whole if the resident and non-resident students are not too far separated from it after lecture hours. A hall which is distant from the university—and perhaps also from the city which houses it—is likely to suffer from the usual dangers of isolation. Where a university is surrounded by miles of bricks and mortar, the problem of maintaining unity while expanding living accommodation is undoubtedly acute, and the distant site which is available and comparatively cheap seems a better proposition than the nearby site which is hard to acquire and may be so limited in area that a high building would be needed. Sometimes the more distant site may indeed be a better proposition.

43. Yet it cannot be ideal that half the life of the university should be thrown out into the suburbs—suburbs that in their turn may change their character and become embedded in the town. In our own greatest city it has been considered essential for the large intercollegiate halls to be centrally placed, and we believe that this policy was well advised. We would urge that in any new developments universities should think it more important to place halls near the hub of university life than to give them spacious grounds, and that efforts should be made to acquire sites close to the university centre, where that is possible, even at the cost of having to experiment boldly and build high. Such a proposal sets problems which may be difficult of solution. But we feel that it is worth consideration because it thinks in terms of a permanent pattern that would enrich and diversify university life instead of disrupting it.

Size of halls

44. Variety of size and character among halls is to be welcomed. We are very far from advocating a stereotyped pattern to which halls should try to conform. As universities increase in size, the danger of impersonality increases too; and probably those universities will be most successful which seek not for one solution, but for a number of different solutions to the problem of housing their students. Nevertheless it is natural that universities contemplating the foundation of new halls should consider whether there be an "optimum" size for halls, and seek to be guided by the experience of others.

The small hall

45. The smaller a hall is, the more like that of a family may be the life it will offer, with the advantages and dangers of a family unit. A small hall gains in intimacy, but runs the risk of exclusiveness. It is generally housed in what was once a private home, and consequently it often possesses attractive public rooms, with spacious entrance and staircase; but the adaptation of the upper floors to provide study-bedrooms is less easy, and there is generally no alternative to sharing rooms, sometimes between more than two people, if a wholly extravagant allotment of space to one student is to be avoided. The character of the house probably has a civilising effect: a small hall quickly acquires an atmosphere of its own which is apt to have a marked influence on its members, many of whom feel an affectionate loyalty to it and regard it as a more friendly place than the large hall. But for this very reason the effect of a small hall is not always good. The individual feels obliged to fall in with the general spirit, eccentricities are

less readily tolerated, and *esprit de corps* may become too strong. Whether advantages triumph over drawbacks will be decided by the personality of the warden.

The large hall

46. In contrast to the small hall, the very large hall can offer variety and breadth. There are plenty of people to make up teams, plenty of people from whom to choose friends, a pleasant sense of belonging to a community which is an important one in the university. Nevertheless the dangers of the large hall are obvious. When the community grows too large for the students to know each other and have a personal link with the warden and senior members, collegiate sense is lost, and unless there is a large and exceptionally active senior common room, students may lose that contact with staff which we believe that a hall ought to bring about. And, as one of our witnesses commented, "It is possible for a student to go through the university quite unscathed by contact with mature minds."

Optimum size

47. We have taken the opinion of a considerable number of experienced wardens; by a small majority they favour a hall of 80-120, though almost as large a group recommends 120-180. Those who favour larger numbers generally do so chiefly on the ground of economy. One warden notes that the size of annual intake is as important as total size, for the intake of first years must neither be so large as to swamp the hall, nor so small that a student does not find a good range of contemporaries from which to choose his friends. Some suggest that large halls suit a large university though they would unbalance a small one, and others hold that the size of the hall must be governed by the size of the senior common room available. One warden with experience of a hall which grew in number from 80 to 180 found that her most satisfactory unit was 130. "In that year the accounts balanced, the students all knew each other and the warden knew the students." Another, who had strongly affirmed that personal contact between warden and students was the key to a good residential life, added, "But I do not know how far you can expand this: I do not think I could extend my work to 300 students." The warden of a hall of 220 told us that she gave much time and effort to making contact with students, dining regularly at high table and entertaining students in groups of two or three, but the numbers tended to defeat her. Our evidence leads towards the conclusion that the optimum size for a hall may be 130 to 150, a figure which allows of diversity without loss in sense of unity. Of course, there can be no rigid rule; variety is desirable, and there will always be a place for smaller halls because there will always be some students who are happiest in a community of that type, just as there will always be some cities—as London, with its intercollegiate halls—where special circumstances have made necessary a pattern of large halls which is already set and which serves its purpose well.

Grouped halls

48. A number of universities have enterprising plans for grouping several halls on one site, whether near the university precinct or not, with a dining room, kitchen, heating plant and various other services in common. Libraries and common rooms would be individual to each hall and the large dining room might

possibly be divisible into parts at will by movable screening, so that each hall could have a dining place at least partially separated from the others. With such grouping a new social pattern would be likely to evolve: the halls might tend to become less self-contained, with a variety of inter-hall activities and committees. We think that it might be advisable for each of such halls, whatever its size, to have its own warden and senior common room. It is possible that the university would wish to appoint one warden of such eminence or distinction that it would be appropriate for him to act as the senior or representative warden of the group of halls. Where such a group occupies a site distant from the university the members of the senior common room of each hall might perhaps tend to form some sort of federation. Such a combination might, on occasion, be a source of strength to them all.

Desirable length of residence

49. In most universities shortage of accommodation prevents a hall from keeping a student as long as he would like to stay and as long as his warden would like to have him. Most of our witnesses held that the great majority of students would benefit by spending three full years in hall. Both men and women wardens noticed a marked difference in students coming back for their third year; several held that it was the system of three year residence which had enabled their halls to build up traditions. Nevertheless, some students are ready for a change from communal life at the end of one or two years, just as some prefer not to experience communal life at all. It is assumed that the universities of this country will never aim at a uniform treatment of all students but will always allow some range of accommodation in which individual preferences may be met. To get the full benefit from his days in hall, a student needs to have plenty of time to settle down and grow into a feeling of membership. Residence should not be just a way of introducing him kindly to university life. During the first part of his stay, he gains more than he contributes: he should remain long enough to contribute in his turn and take his share of responsibility. Two years are probably the shortest time adequate for this.

50. The shortage of accommodation and the widely felt importance of residence, however, have led some universities to consider a year's residence for almost everyone instead of a longer period of residence for a few. At one university most of the first year students not living at home are in residence and although very few wish to leave, many have to be sent into lodgings at the end of the year. On the whole the weight of our evidence is against this short-term residence, tempting though it may be to spread the privilege widely. We have indeed heard from several witnesses that an exceptional man may both gain and give a great deal in a year, and that no rigid regulation should be adopted: but in general, it is felt that one year of residence can only begin a process which must then be left incomplete. Many first year men find it difficult to make the transition from home life to college residence, and a year does not give them long enough to surmount their difficulties and begin to enjoy and profit from their life in hall. It was also generally felt by our witnesses that a good hall cannot be built up on a basis of one year's residence. A substantial body of second and third year students, together with some post-graduates, must be members. A proportion which has been suggested to us as holding the balance between the gain and loss of short-term residence is 10-15 per cent of third years, 20-25 per cent of second years, and the remainder of first year students. Elsewhere, 30-50 per cent of the

intake each year are freshmen, while another hall admits 25 per cent freshmen, 35 per cent of men in their second year of hall residence, 5 per cent of men in their third year, and 35 per cent of men from lodgings. The ideal proportions will almost certainly differ in different places and even at different times in the same hall.

Continued membership of ex-residents

51. But we suggest that the influence of a hall on its members need not always end when they have to give up their rooms in the hall itself. The continued active membership of ex-residents is much to be desired. If some extra kitchen, dining room and library space is provided for them in the hall, it should be possible for some of them to retain membership in a real sense. Where living accommodation can be obtained nearby we suggest that the hall might become the centre of a small nexus of lodgings and flats whose occupants would keep their membership of their hall, with rights of dining and taking other meals there, even if on certain days only. This is another argument in favour of establishing a "second sitting" of dinner in hall. These lodgings would give their students bedroom accommodation and some meals—in a number of cases, no doubt, most meals. It would probably be essential to the scheme that the various kinds of accommodation rented by the hall or allocated to it by the university should be under the control, not of the university lodgings officer, but of the warden and the hall bursar, who would be responsible for financial arrangements and for all liaison work between the hall and the landladies.

Selection of students for halls of residence

52. The selection of students for halls of residence is almost universally placed in the hands of the wardens, though sometimes heads of departments recommend individual cases. We have met only one instance where students are allocated to their halls by administrative officers. We feel that the general practice is better advised. The whole process of selection is, of course, conditioned by the fact that the student has to be accepted by the university before he can be accepted by the hall. Candidates are usually required to fill in application forms which may ask for information about general activities and interests as well as educational progress, and references from headmasters and headmistresses are called for in the case of freshmen. Personal interviews are widely, but not universally, used.

53. What does the warden look for in making his selection? Usually for qualities of personal character combined with academic promise, and this principle of selection should bring into hall an appreciable proportion of the best students in the university. Two quotations from our evidence illustrate this. "We try to assess personal character on the basis of the contribution which we expect the candidate to make to the life of the hall in its widest sense, as scholars or scientists, as vigorous and thoughtful persons, as athletes, musicians or just good all-rounders." "We choose senior members of the hall for what they can give, junior members for what they can both give and take." Priority is sometimes given to scholars and exhibitors, and we agree that the value of such men and women to the intellectual standards of the hall justifies special treatment. Most witnesses also hold that some places should be kept for difficult people who are particularly in need of hall life, and who sometimes prove to be among the most worth-while members. These principles of choice would tend to restrict hall

membership to the last and first groups of names on an unwritten list of merit, to the exclusion of the average student; but two other factors intervene. In the first place, it is usual to give priority to certain classes of applicant. Distance from home, personal or family problems, or first year status may ensure priority, while many wardens give preference to overseas students up to 10 per cent or 15 per cent of the whole. We like this latter practice and proportion. The education of young men and women from other parts of the world is most happily carried on if they become members of a fairly small and intimate community where both they and the British students gain by the contact: on the other hand, the number accepted in any one hall should not perhaps be greatly out of keeping with the proportion of overseas students in the university as a whole. In the second place, as we have already noted, the wardens rightly aim at producing a balanced community both as regards home regions and specialised interests, bringing together young people from different environments and including as wide a variety of subjects as possible among the courses studied by their members.

Component parts of a hall: warden, senior common room and students

54. When the students have been selected and come together, they are still just the raw material of a hall of residence. It requires the efforts of some generations of students under the influence of an able warden and senior common room to produce a responsible society, spirited and intelligent, with a tradition of corporate life. On the warden and senior common room rests the greatest burden, for they are not only the responsible authority, but also have to carry on the continuous tradition which distinguishes a hall from a dormitory.

THE WARDEN AND SENIOR COMMON ROOM

Factors determining the success of a hall

55. Plans for extending residential accommodation must no doubt differ in different cities. But the success of halls as instruments of education depends, we believe, chiefly upon three factors which are the same everywhere: the degree to which the hall is integrated into the life of the university; the degree of concern and interest shown in it by the academic staff; and, above all, the qualifications, personality and acknowledged status of the warden. A hall which is not regarded as a genuinely university institution, but rather as a sort of outlying boarding-house, will hardly be an agent of education, certainly not able to co-operate intelligently with the departments in which the students receive their academic training. We cannot help feeling that some halls have not always in the past been given the place or dignity within the university which they merit and need. It is symptomatic that they may have neither a governing body nor even a prospectus of their own. Again, how can a hall become a true university institution unless members of the academic staff visit it, accept a real share of responsibility for it, and, in some cases, come into residence? A strong senior common room safeguards the intellectual standards of a hall. The best link between the hall of residence and the university is the presence of university teachers in the residential society.

56. But the lynch-pin of the whole residential system is the warden. The character of the hall is largely determined by what he is and does. It is essential

to the residential system that good appointments should be made, and consequently (since the numbers required will be considerable) that a stream of able candidates should be attracted.

The warden

57. The warden's work is so many-sided that he needs a remarkable combination of qualities, of which resiliency is not the least important. He should be at once a scholar with an understanding of academic life—though it is more important that he should be a man open to ideas than a learned one—a sympathetic guide to his students, a competent administrator (if only in the art of delegation), a pleasant host, a man with time for other people. He is responsible for everything that happens in his hall, yet he must proceed by influence and reason, not by dictatorship, allowing the students full scope in their own sphere and treating them as adults that they may become more adult. His pastoral care should be unobtrusive, but he must be at hand to help when needed and notice difficulties before they become disasters. He needs tact to help the ill-mannered and socially ignorant. It is his business to ensure good conditions for private study and to promote interests and activities outside the field of a specialised course. He should entertain not infrequently, both by inviting students to his rooms and by bringing guests to the common meals: a number of universities grant an entertainment allowance to make this easier, but the practice is not universal. We believe that the warden should either live in the hall or, in special circumstances, in a house near it, possibly connected with it by a covered way. It is the warden's responsibility to create a climate in which study is natural, a duty which the warden who is also a member of the academic staff will be able to discharge partly through the influence of his own way of life. It is his function also to show his students how to make good use of the university, drawing their attention to activities and developments, and sharing with them his own interest in its wide-ranging life.

58. All this makes heavy demands on a man who may also be contributing considerably to the teaching work of a department. He needs an adequate and suitable administrative staff to help him. Yet this at present is often not given him. To quote one warden, "The length of the session, plus vacation conferences, together with too little secretarial and bursarial help make the session very heavy and tiring, and frustrating from the point of view of academic work. Yet I am sure a warden ought to do academic work." Some wardens appear at present to have little clerical help, or none at all, and we have even met with a woman warden who is a full-time lecturer, but who has no deputy or competent housekeeper in her small hall, and who is consequently "forced to lead a very narrow existence, and unable with a clear conscience to get a night away in term time." The warden should not be asked to bear too great a burden in connection with vacation lettings, especially as the work involved here is irregularly distributed. Halls in some areas attract few visitors while others are in constant demand and we have heard of at least one hall which is never closed. In particular, we think that little of the detailed administration and few of the host's duties at conferences should fall to the lot of wardens who also hold appointments on the academic staff. We have been left in little doubt of the advantages enjoyed by those halls which have been provided with a bursar, responsible under the warden for the administration and day-to-day running of the hall both during term time and for any period when it may be let for conferences during vacation. This practice would no doubt, if more generally followed, have to be confined

to halls of 130 students or more where the warden was also a member of the academic staff. In the running of smaller halls or groups of smaller halls, a domestic bursar or housekeeper might perhaps be appointed to assist the warden. We should like to see regular and adequate clerical help made available to all wardens.

Appointment of wardens from university staffs

59. The university staff includes two groups among which successful wardens may be sought. It is hoped that in the future the office may attract some men of high distinction, already prominent in their university, whose leadership will create a hall that is a source of strength to the university itself and one of the focuses of its social life. Nothing would be of more value in raising the prestige of halls and making them central to the life of the university than such appointments; nothing would offer a better proof of the university's awareness that the problems of the hall are the problems of the whole university and can be solved only by making the highest academic influences most widely accessible. A warden of this type should be able to gather round him a senior common room of such calibre that the students' needs would be fully met, even if he personally were in close touch only with some of those students. We have heard of one professorial appointment to a wardenship in recent months, and hope that others may follow.

60. Wardens may be appointed also from among the staffs of departments, and we should wish the position of halls in the university structure to be such that all candidates under the rank of professor would look on the office as promotion. A lecturer appointed to the staff of a university will usually be a scholar or research worker of promise, able to advance his subject and anxious to teach it. Those who are most successful in advancing and teaching their subjects are normally promoted to chairs. Others develop an increased interest in the personal development of students and ability to help them. For such men an avenue of promotion is an urgent necessity in the modern universities. Promotion to the office of warden could provide this if the warden's authority and status within the university were such as to make the position attractive to men of the quality needed. It is perhaps advisable to add that a lecturer appointed to be warden of a large hall would not be able to give as much time as before to departmental work, and therefore in compensation an additional appointment to the departmental staff may sometimes need to be made.

Professional and academic wardens

61. We have considered with some care the relative advantages of the full-time professional warden and the warden who is also on the academic staff of the university. We feel no hesitation in deciding for the latter, even though the professional warden may be more at home with the administrative and financial aspects of his task. The full inclusion of the hall in the university is obviously easier to achieve if the warden passes daily between the two, nor could a non-academic member of staff so readily help the students to adjust themselves to academic life. Above all, since it is fundamental to the purpose of a university that there should be no divorce of its social from its intellectual life, we should regret any development tending to create a corps of personnel devoted to students' welfare, quite distinct from, and perhaps little regarded by, the body

of academic teachers. It is admittedly in many ways an asset for wardens, both men and women, to be married people. More than one of our witnesses has emphasised the value of a family unit in the hall and the contribution made by the warden's wife in acting as hostess and inviting students to her home.

62. The women's halls present special problems of their own. Where a suitable academic woman warden is available, we believe that she should be preferred to a professional warden. But the comparative scarcity of women in academic work precludes any hope of obtaining enough candidates of this type, and other sources of supply must be tapped. The experience of a number of the full-time women wardens who visited us encourages us to believe that some women, though perhaps few, can make professional wardenship, with its hostess privileges in a large house and its strong human interests, a full and satisfying life. It is necessary for the success of such appointments that the warden should have adequate self-contained accommodation, and that the staffing of the hall should be generous enough for her to enjoy outside interests and perhaps take a share in public work. Full-time wardens should be graduates who have themselves had an academic training; qualifications in institutional management are not appropriate by themselves, though of course exceedingly useful in some of the other administrative posts attached to a hall. We believe that there may be possibilities in recruiting as wardens the wives, if they are personally suitable, of some members of the academic staff. The husband and family would, of course, live in the house provided for the warden.

Wardens' salaries

63. From the point of view of salary, the professional wardens do not seem to have cause for discontent. Salaries and conditions naturally vary, but the right to suitable quarters, full board and service and, perhaps, special terms for other members of the family is specially valuable at a time of heavy living costs—though it may be noted that women wardens deserve, and do not always get, equality with men in these respects. The picture is a less simple one where academic wardens are concerned. The usual arrangement is to grant the same emoluments as to the professional warden, but to replace the salary by an honorarium of varying size. In many cases, the financial advantage to a man already receiving a teaching salary is very considerable, and some universities might find that they had increased the supply of volunteers if they publicised their terms. But in other cases the honoraria are perhaps too small to balance such a major contribution as the sacrifice of privacy during term time. The successful academic warden is a valuable figure in the university: we repeat that his position should be such that a senior lecturer would regard a wardenship as promotion. Moreover, successful experience in administering a hall is an excellent proof of a man's capacity, and should be considered as an asset when appointments to other universities are being made.

Status of the warden in the university

64. It is perhaps in the general esteem of the university that the office of warden does not yet come into its proper place. It is possible that the comparatively modest place given to wardens of halls in official orders of processional precedence in some universities is significant. Wardens are not usually members of policy-making bodies and have little share in university government, although their work is so closely connected with administration on the one side and student relationships on the other that if they have really been chosen aright

they would seem likely to have much to contribute to a university's practical affairs. In some universities wardens are not even members of the governing committee which deals with the affairs of the hall, nor of the committees which control some part of hall organisation, such as grounds, fabric or repairs. Not only does it often happen that wardens have insufficient administrative influence within the university, but taking on the duties of wardenship may also debar the holder from academic advancement. In some places, even wardens who undertake a considerable amount of teaching are not at present regarded as eligible to sit on faculty boards. All this may have the unfortunate effect that matters connected with residence have to be considered without full information. Some wardens have expressed to us their sense of frustration at not being consulted when their special knowledge might prove most useful. Nothing could be more harmful to the prospects of the residential system than that the university should fail to give the warden's office that scope and consideration which it needs if it is to be effective and which alone will attract sufficient applicants with the right gifts. It is vital to give the warden such a place of distinction in university life that men of distinction are prepared to hold the office.

Means of securing effective influence for the warden

65. We have found a variety of opinions as to the best way of achieving this end. Some of our witnesses felt that wardenship should carry with it a seat on the senate, as has in fact already occurred in a very few places. Elsewhere the proposal was felt to be inappropriate, or to involve too many constitutional problems. This particular suggestion must, therefore, be regarded in the light of individual university developments, and can hardly be treated as a general proposition. The imponderable element in the problem, the general esteem in which wardenship is held, is no doubt largely subject to the influence of leading figures in the university, who, convinced themselves that wardenship of a hall is a position of importance, are able to convince others by their example. In the next section, we make some suggestions for enlarging the constitutional authority within the university of the warden and senior common room.

Senior common room

66. The warden is often at present a somewhat lonely figure in his hall. At some universities, it is true, great pains are taken to establish at any rate in the largest halls a senior common room big enough to exercise authority and influence. There are several instances of six to eight senior residents in halls of between 100 and 280 students. One university states that its aim is to provide one resident tutor for every thirty men. But in a number of cases the warden and his assistant are the only senior members in halls of 100 or more. The warden of a large hall for women expressed to us her disappointment that no member at all of the academic staff had chosen to come into residence.

67. We have already expressed the view that halls of residence succeed only when the proper conditions for success are provided. It is our strong opinion that one indispensable condition is the provision of an active senior common room. This may mean giving up some accommodation that might be used for students, but, reluctant as we are to suggest a reduction in resident places, we feel that the sacrifice must be made if the hall is to do all that it should for the students it receives. The very presence of senior members, each bringing with him intellectual interests which may communicate themselves to the students, helps to further

the purpose of the university. The benefits of personal contacts between staff and students are largely dependent on there being plenty of staff available. These contacts are most easy when informal and unplanned, and develop spontaneously in the context of a shared enthusiasm. It is of first rate importance that the staff and the students should do a number of things together, embarking on common enterprises and revealing to each other common concerns. The chances that contacts between staff and students will occur naturally in the pursuit of some joint activity are obviously much greater in hall than in the general life of the university, and we regard this likelihood as one of the special advantages of residence. While we recognise that in a small hall of, say, 50 students, it may be impossible to accommodate more than a warden and sub-warden, and that this perhaps matters the less because their influence would be intensively felt in such a small community, we would suggest that universities should make it a general principle to try to provide one senior member, if that is possible, for every twenty students in residence. When new halls are designed we should be happy to see greater provision than has hitherto been habitual made within or near them for the accommodation of resident academic staff.

68. The sub-warden is very important to the well-being of a hall. He will normally be an almost full-time member of the academic staff, but prepared to give more time to hall affairs than other members of the senior common room. He acts when necessary as deputy to the warden, who will probably consult him on matters of policy, and he undertakes certain administrative duties as well as getting to know students well and being easily accessible to them. A good sub-warden helps to keep the machinery of the hall running smoothly and in the course of doing this gains experience which should make him more valuable as a university teacher in a department, for he grows to understand the students' social and intellectual problems. Hence, service as sub-warden should help a man in winning promotion in academic life. We hold indeed that it should tell in favour of a man under consideration for promotion or a new appointment that he can show a useful period of residence in a hall, and we think that junior members of staff should seek this experience as a normal part of their careers.

Problem of obtaining senior residents

69. A major problem may be that of finding enough senior residents. We have been struck by the fact that some universities and halls seem to find this much easier than others, and we have therefore particularly enquired into the conditions prevailing in these fortunate places. We found that here the attitude of the university is favourable to residence and trouble is taken to bring the academic staff into touch with the halls. It is important also, of course, that the accommodation offered should be suitable and the terms generous enough to attract residents. Members of staff are hardly likely to apply if they are expected to live in study-bedrooms. Unmarried members should have two rooms, with, if possible, a small entrance lobby separated from both rooms and married members should have suitable self-contained quarters in or near the hall. A hall in the north which provides four staff flats (in addition to the warden's quarters) has succeeded in filling them all. A university in the midlands is developing a system of married quarters in connection with halls of residence which is helping to solve the problem of finding tutors for women students. A typical hall of about 150 students, for instance, is provided with a warden, three women tutors resident in the hall and four adjacent tutors' houses. Such

a development seems to us admirable. We feel that the presence of married people has many advantages; moreover, if they are not brought into the residential system the field of recruitment is much narrowed. We would also like to see the association of one or more distinguished university figures with each hall, perhaps under the title of honorary members. Though non-resident, honorary members would have a right—and a duty—to dine at the common table on occasional nights, and their visits and general interest would provide a further link between the departmental and residential sides of university life.

Graduate assistants

70. Even if all these methods of recruitment are successfully used, however, the numbers of resident academic staff available will probably not reach a proportion of one in twenty when the desired increase in halls of residence takes place. We suggest therefore that universities might look to a field of recruitment which has been found fertile by universities outside this country and in certain places here—the field of post-graduate students. Their comparative maturity and more advanced stage of study should fit some of them to take part in the management of the hall, while their recent experience of undergraduate life helps them to retain contact with the students. We do not, of course, suggest that post-graduate work in itself should qualify a man to hold such status in a hall, but that definite appointments should be made by the warden, in consultation with the hall council, of selected post-graduate students who may be termed “graduate assistants”, and who would presumably receive whole or partial remission of residence fees in return for social and supervisory obligations within the hall. Any training thought proper for these assistants might well be left to the discretion of the warden, who may think it right that they should come into hall a few days before the general arrival to inform themselves on various matters which are of importance to newcomers and to be helped to recognise the problems of their juniors with which they may shortly be presented. Each graduate assistant might assume a particular responsibility either for a group of students or freshmen, or for one of the hall’s activities. It may be that the warden would arrange to meet his graduate assistants at intervals during the year, to talk over problems which had arisen with members of their student group, and even matters concerned with the conduct of the hall generally.

71. An appropriate senior common room for a hall of 130 or more might thus possibly consist of the warden, one or more academic sub-wardens, in some cases a bursar, one or more other members of the academic staff (resident or non-resident) who are closely associated with the hall, and several graduate assistants. If other members of the university staff are available, either unmarried people living in hall or married people in neighbouring quarters, so much the better. The scheme of graduate assistantship, if adopted, might make it practicable to create a senior common room in every hall—or group of smaller halls if they are close together.

CONSTITUTIONAL MATTERS

Constitutional practice in the universities

72. Most universities at present do not appoint separate governing bodies for each hall. Some appoint a sub-committee for each hall under a general committee, a few appoint one governing body for men’s and one for women’s halls,

and a considerable group appoints one governing committee for all halls. The composition of the governing body differs in each place, but three main groups of members may usually be distinguished—the *ex-officio* members and the members appointed by council and senate respectively, of which the senate group is generally the smaller. Officers concerned with student welfare, such as medical officers or advisers to women students, are sometimes represented. The number of academic persons on the committee varies, but is at times comparatively small—eight academic members out of nineteen, four out of nine, six out of eleven may be cited. This specially applies to women's halls, where the understandable desire to include women members may sometimes result in the nomination of a high proportion of people who are not on the academic staff. In about half the total number of universities, wardens are *ex-officio* members of their governing committees; elsewhere they are either represented by some of their number or attend by invitation. The committees generally meet once a term. Their powers vary, but usually they receive reports on hall affairs, deal with internal maintenance, equipment and conditions of service of domestic staff, appoint sub-wardens and other assistants, discuss hall policy, and prepare financial estimates for transmission to a further authority. Where there is a main committee as well as individual hall sub-committees, the main committee advises the council on hall development and transmits annual accounts to a finance committee, while the sub-committees handle the day-to-day affairs of the halls. All these governing bodies ultimately report to the council or the university court or occasionally to senate, and the council or court is ultimately responsible for decisions. In some cases the main committee is a standing committee of council, in others, a sub-committee of the finance committee, in others again a joint standing committee of senate and council, elsewhere an advisory committee of senate and council. Sometimes the committee which is actually handling hall affairs has very restricted powers of independent action and works by a system of reference to other bodies.

Proposals for constitutional change

73. If, as is hoped, halls of residence are increasingly to develop in their individual vigour and dignity, it may well be that the position of the warden should be more nearly equated to the mastership of a college, and a greater share in the government of the hall should be taken by senior members who live there.

Hall councils

74. We wonder whether a reconsideration may not be needed of the constitutional schemes obtaining in some universities at the present time. We would tentatively suggest the creation of a committee for the internal government of each of the larger halls, whose chairman should be the warden and whose membership should include the senior members of the university resident in or attached to the hall, together with one or two other senior members of the university, including where possible a member of senate. One or two out of a group of three or four graduate assistants might be added. Such a body will henceforward be referred to for the sake of clarity as the hall council. The hall councils would, of course, be fully recognised by the university and their membership set out in an appropriate place in the university calendar. The essential principle of such a body as the hall council is that it would keep the immediate affairs of the hall in the hands of those university members who understand them well, under the chairmanship of the person who holds primary

responsibility. We feel that this is merely consistent with the general principle of university independence, and we have been led to think that it might well be advisable to discontinue what is sometimes seen at present—a governing body with no wardens who are members of it, where internal matters are dealt with by people who have comparatively little first-hand knowledge of them. The hall council would deal with all the internal affairs and well-being of the hall, with freedom to spend within the limit of an agreed annual estimate. This degree of financial independence would seem to be vital. An actual example may be quoted of such an experiment at present in being. One small hall for men is governed by a "council of regents" consisting of the warden, sub-warden, two members of the university staff who need not be resident but must be elected to membership of the hall, two student members, one honorary member from past staff or student residents, and one member appointed by the university council. The council of regents is responsible for hall policy, controls expenditure through the warden and sub-warden (who acts as treasurer), appoints domestic staff and elects new members. It submits an annual report to the university committee for men's halls.

University committee on student residence

75. Again, what we have seen and heard suggests that in addition to the hall councils there might be an important and representative joint committee of council and senate which should deal with the general framework and policy of the university on student residence, including lodgings. This policy-making committee will be referred to as the university committee on student residence. It is felt that the senate might hold a substantial proportion of seats here, and the wardens should normally be members unless their numbers would make the committee unwieldy, when they should be strongly represented. It might well be appropriate that the lodgings officer, the medical officer and the adviser to women students also should be members.

76. Such a constitution, it is hoped, would hold a balance between the independence of each hall—without which it can never grow to full stature—and the general responsibility of the university authorities, while still further scope would be given to those members of the academic staff who interest themselves in matters of residence. Their co-operation is indeed essential. Nothing could be more unfortunate in a widening residential system than that the halls should develop in isolation from the departments, or even from the university itself. A hall should be independent and individual, but never detached. The aim of these tentative suggestions is that halls should be fully included in the university pattern, not left with a doubtful and inconsistent status; that men and women who are their heads should be regarded as having high status in the university itself; and that the relations between the academic staff and the hall officers should be drawn closer, so that the residential life of a student and his academic life may be in harmony with one another.

The student body

77. Our evidence suggests that many advantages, both to the education of the students and to the welfare of halls in general, ensue where the students' own sense of corporate unity finds expression in an elected body within the hall—the hall committee. This normally deals directly with the warden, putting the students' point of view and bringing forward their suggestions. In many respects it is the hall counterpart to the union council and controls junior common room

activities and sport. An inter-hall committee, made up of representatives from the committees of individual halls, might possibly be constituted in addition to deal with enterprises and events common to all the halls. Much of the happiness of any hall must naturally and inevitably depend on the good understanding and co-operation between students and warden. As long as this co-operation exists the exact terms of the relationship may be considered unimportant, and in fact they are often unwritten, traditional, and individual to each hall. In illustration of a written constitution we may cite a men's hall where every student pays a subscription and joins in electing a president, secretary, treasurer and executive body; this body meets fortnightly to discuss all hall affairs and activities, and certain representatives confer with members of the senior common room in a joint meeting which has advisory functions only. In another hall a document known as "House Rules and Government" was evolved after much discussion by the first residents and is read through in detail, re-considered and if necessary amended each session by a joint meeting of the out-going and newly elected hall committees, the warden and sub-warden being present. In the following September every member of hall receives the latest draft of this document, which comprises a general statement about the hall and its traditions, together with a concise explanation of its organisation and the small practical day-to-day points which ensure smooth domestic well-being. The hall committee meets regularly under the president, who acts as liaison between the committee, as representing the student residents, and the warden. Early in each term, a general meeting is held with an agenda prepared by the hall committee, where among other business the programme of the term's activities is worked out. Many similar examples could be quoted which have been found valuable, and a hall that had evolved no such scheme would lack one of the most effective means of social education. There are naturally limits to the appropriate scope of student participation, but as a general principle we would endorse the words of a University Grants Committee report written thirty years ago—"Students should be encouraged to take as full a share in the management and government of a hall as is compatible with the efficient conduct of so considerable a society".

THE RELATIONSHIP OF HALLS TO OTHER STUDENT ACTIVITIES

The union

78. With rare exceptions, the only social centre up to the present provided by the university for the students is the union, an institution which has grown up *pari passu* with the civic university. While the colleges were developing from small beginnings towards university status, the students were creating a corporate association, often with many experiments and vicissitudes. Leeds, for instance, had a Yorkshire College students' association ten years before the college entered the Victoria university in 1887, and this association later merged with the students' union which had been founded to federate the departmental societies. When the university charter was granted in 1904, the Leeds university union came fully into being, though it was to undergo a reconstruction in 1922 and had no permanent building till 1939. In Nottingham a students' association actually existed before the college opened, having been formed in 1878 by the students attending university extension classes. Edinburgh in 1884 set the precedent for students' representative councils, probably taking the idea from

Germany, and the Edinburgh representative council raised funds by voluntary efforts and subscriptions for a students' union. In Sheffield a body of former students petitioned the vice-chancellor for a union in 1919, on the grounds that the returned ex-service men formed "a community already ripe for self-government".¹ All these associations aimed at "increasing the comfort and convenience of students and drawing them more closely to each other in social and intellectual relations".² They often began as small affairs in bleak and scanty accommodation financed by voluntary subscriptions of half a crown or five shillings a year. Their buildings were sometimes presented by private benefactors, as at Bristol in 1920 or Sheffield in 1936, sometimes financed by voluntary efforts, but of late years provided by public grants.

79. It has been said that "the union, at bottom, is another name for the people of the university at leisure. Certainly in these days when size and impersonality come easily and witheringly, the union does make the large university more human."³ A union can mean a great deal in the life of students. They play a great part in its administration and certainly feel responsible for it. As the crowded notice boards in its corridors show, it is the meeting place of numerous societies, the centre for social organisation and sport of all kinds and for frequent dances. Here are the students' refectories, common rooms, committee rooms, and administrative offices. A good many of the union activities have no very obvious educative value, but there are sometimes music and dramatic societies of high standard, as well as efficient social services sponsored by a grants and welfare committee. The scene is so large and populous that a shy person can slip in without feeling conspicuous, and learn to make social contacts at his own pace, while the more confident find a field for public activities. The union officers are consulted by vice-chancellors because in some very real ways they represent the student body. The union committee, which nominally controls all activities, is a genuinely democratic body, a considerable proportion of the students voting in the elections to it. A certain number of staff members serve on it, and those universities are fortunate which have people with the necessary skill, experience and patience to act in this capacity. Without the union, the civic university would certainly lose much of its vitality and the life of its students would undoubtedly be the poorer.

Some union problems

80. Nevertheless, the union has its limitations. It does not attract all the students nor satisfy all the needs of the students it attracts. One university calculates that about 70 per cent of students use the union and about 40 per cent are active there; others put the proportion far lower. We have already noted that the union is complementary to the hall, and not in any sense a substitute for it. There are signs that only a small proportion of students in a number of modern universities feel any kind of real devotion to their union. Too often large unions cater for the more superficially sociable students and carry a high proportion of non-active members. Some of these take little interest because their homes or lodgings are far from the university; but others, because the ethos of the union's provision for them makes little appeal and seems to them out of keeping with

¹ *The Story of a Modern University*: by A. W. Chapman, p. 331.

² *History of the University of Edinburgh*: by A. Logan Turner, p. 339.

³ Porter Butts, Director of the University of Wisconsin Union.

their purpose in coming to the university. And these limitations will be more apparent as the university population increases. At present, a single central union for each university is usual. Even now this often requires a very large building: what will the situation be when the numbers rise by 40 per cent or 50 per cent? Already some unions are crowded and noisy, and it is impossible for a student to obtain any privacy within their walls. Experiment in breaking up the mass of numbers is therefore exercising the thoughts of reformers, and suggestions made to us include the establishment of a ring of medium-sized unions round central kitchens; the provision, in addition to a main dining-room, of a variety of smaller eating places offering different types of meals; a supply of small studies which may be hired cheaply; a more liberal allowance of those amenities that make it easy to be quiet—space, carpeting, wide corridors, space dividers in large rooms. Undoubtedly the union building challenges the ingenuity of planners to discover means of retaining a sense of intimacy while accommodating large numbers.

Should the hall be the centre of social life?

81. The hall, however, is the place where the resident student naturally makes his friends and spends much of his time. It is his social centre in a personal and intimate way. The hall is different from the union, not a substitute for it. Hall, union and departments should have complementary functions. It might perhaps be expected that the students most active in the union would be those living at home or in lodgings, since their time and interests are not engrossed by hall concerns. But the facts tell a different tale. Many students from home or lodgings take little part in university social life, while hall members are often active in the affairs of the union, sometimes to the point of holding leading offices; and this offers a further proof that residence tends to draw a student more fully into the life of the university and engage his interest more thoroughly.

82. Questions of size and geography will often dictate the terms of relationship between hall and union. A small hall cannot organise a sufficiently varied social life and a large hall in a small university must not do so, or the central society will be impoverished. A distant hall is almost obliged to create a self-contained social life, and we regard this as one of the disadvantages of distance. London intercollegiate halls deliberately abstain from internal social activities because they feel that the colleges, joined with the rich environment of London, offer all the students need, and the halls should not provide a further distraction. But where no special problems intervene and the halls are of reasonable size not too far from the university, we feel that the answer lies in moderation and compromise. It would not be advisable for halls to forestall and provide for all the social needs of their members. Segregation and inbreeding would be the result. But each hall will naturally have its own occasions of ceremony and gaiety, and societies will spring up within it as and when strong interests arise. We have already described how well equipped some halls are with societies of the informal kind best suited to comparatively small groups. The union is the appropriate home for activities that require large numbers, while the departments produce societies based on specialised subject interests. As the number of halls increases, the convenience of holding some general society meetings in them will probably become apparent and will have the effect both of enlivening the hall and relieving congestion in the union.

The union as a cultural centre

83. We have heard with interest of developments at Wisconsin and Oregon universities where the directors of the unions hold strong views on the cultural function of a union, especially in providing amenities and influences that would be beyond the scope of a hall. Art exhibitions, cinema shows of classic films, lecture courses, craft rooms with full-time instructors, and the organisation of expeditions and mountain trips are among their innovations. This development of the union as a cultural centre has been brought about by permanent officers, not for the most part initiated directly by the students themselves, and such a lead from outside might not always recommend itself to British students who pride themselves on the independence of the union committee. We have also had the opportunity of seeing a large building recently opened in this country which is intended as a union serving the whole university, with the students' union as an important part of it. This building includes a lecture hall, a small chapel, a bookshop, a library for general reading, rooms for music listening, games rooms and a department of fine art, as well as common rooms for staff and students and refectories to be used jointly. Here an attempt on a large scale is being made to surround the students with civilising influences.

Future of the union

84. Our view is that there should always be a central union in a university, that both men and women should be members of it and that it should be managed by the students themselves. The interest and influence of the staff will undoubtedly be needed, but in practice students readily invite members of staff to take part if the staff has shown itself interested and accessible. A weekly staff-student coffee hour or staff-student discussion group on matters of topical interest may have its place. We should like to see further cultural activities developing in the union, since it is a disadvantage that the social life there is so often cut off from the intellectual aims that have brought the student to the university. A lavish environment seems to us neither necessary nor desirable, but we deprecate the sordidness of some unions, especially in their arrangements for feeding. While a central union is advisable even in large universities, means must be found of relieving crowding and congestion, and experiment to this end, including possibly the opening of student houses (see paragraph 94), is most desirable. It must also be borne in mind that when the numbers of halls of residence increase, the work of the unions may naturally tend to become more specialised, and concern itself with those activities which require large numbers and premises, leaving the more intimate and informal societies and interests to the halls or student houses.

Tutorial work in halls

85. We have considered the possibility and desirability of carrying on some tutorial work in the halls. It is suggested that since Oxford and Cambridge colleges owe much of their distinctive character to the fact that they have teaching functions, halls of residence would increase their academic stature if they undertook teaching functions too. Such teaching might be of three different types: there might be tutoring in the student's special subject, tutoring for general education, or that personal and pastoral guidance sometimes known as "moral tutoring." To carry on some departmental tutoring in halls among groups of students studying the same subject would seem to need a triumph of organisation,

but one of the smaller and more compact universities is experimenting with the idea. If the practical difficulties of bringing in outside members of staff prove insurmountable, as would probably be the case in large and wide-spreading universities, the possibility still remains that the halls might organise such work themselves. An independent hall for men at one university has a tutorial system which was begun by the warden, and extended, as the hall grew, by visiting tutors to the number of thirty, generally junior lecturers from all departments of the university, who are paid a fee to tutor the men in groups of three or four: the men take the initiative in seeking help, and it is possible in this way for a chemist to study Greek, or for an able student to eschew tutorials altogether, though most men use the system as ancillary to university lecturing. This is a unique example which could not be made general, but it serves to bring out the benefits and drawbacks of the scheme. Is it advisable to increase the hours of direct teaching, which for some students are quite numerous, and to cut across the tutorial arrangements of the department? One warden who opposes organised tutorial work in hall gives as her reason that the students are already "heavily taught." If such work were undertaken by members of the senior common room within the range of subjects available, the drawbacks mentioned above would still hold. Probably the right solution at present is the casual unofficial practice described by a warden who writes, "A fair amount of tutorial help is given to students by members of the senior common room and senior students in their special fields, and more help would be given if it were asked for." It would seem on balance that systematic tutoring connected with the students' specialised courses is best left to the departments, whose responsibility it is—though some integration of the halls into the tutorial system, if and when convenient, is not necessarily to be discouraged.

86. Tutorial work in general education, involving attendance at lectures and the writing of essays in the freshman year, is systematically carried out in at least one of our university institutions, and might sometimes conveniently be done in halls, provided that the senior common room was strong. It is certainly our opinion that the hall should feel responsibility for the general education of its members, though regular tutorial work may not normally be considered the best way of discharging it. "Moral tutoring", on the other hand, is one of the natural offices of a hall of residence, whether carried out by definite assignment of a group of students to each tutor or by a general readiness on the part of warden and senior common room to be available for help. We have known a hall where each student is allocated to a resident or non-resident member of the senior common room who sees him once a term, keeps an eye on his progress and advises on methods of work, and we were told that this system "uncovered half a dozen or so problems a year and prevented crises from developing." In contrast might be mentioned a hall whose warden confessed that the tutorial system had not been a success, possibly because members of staff had come into hall to escape housekeeping worries rather than from genuine interest in the students. We consider that members of staff coming into residence do thereby contract certain social obligations. We feel also that a system of moral tutoring is peculiarly appropriate in halls of residence, and would suggest that it be seriously considered. It provides a natural way of bringing students into touch with members of staff, and it is these contacts with more richly-stored and mature minds, as well as with other students, that are among the most educative agents in a hall of residence.

PROVISION FOR STUDENTS NOT RESIDENT IN HALLS

The need for alternatives to residence

87. At present and for years to come residence in hall must be impossible for many. Nor is it likely that all students will wish to live in halls or annexes throughout their university careers. Temperaments differ, and so do home circumstances. Almost all universities provide in a variety of ways for their students to have a good university life outside the lecture room, and many universities prefer a diversity in such provision, holding that individuality flourishes best in a complex society. At present there are some universities which aim at increasing their residential accommodation to 33 per cent, 50 per cent or 66 per cent of their total numbers; they are well aware that they cannot offer residence to every student in the near future, but they also assume that a certain variety of conditions will always be desirable. Alternatives to halls of residence are therefore a present necessity which may prove to have lasting advantages. The present necessity is undoubtedly urgent. In 1955-56 27.5 per cent of students were accommodated in colleges and halls of residence, 27.8 per cent lived at home and 44.7 per cent were in lodgings. When the amenities of life in hall for the 27.5 per cent have been considered, the question naturally arises, What of the other 72.5 per cent? How are they faring? What is being done for them? And the overall percentage masks the very great proportion of students in certain places about whom these questions might be asked. If the group of university institutions with a high proportion of residence (Cambridge, the Durham Colleges, Exeter, Hull, Leicester, Oxford, North Staffordshire, Reading, Southampton and St. Andrews) be taken out, the number of non-residents rises to 83.1 per cent. 81.6 per cent of London students live out of hall, 81 per cent of the students of Birmingham, Cardiff, Leeds, Liverpool, Manchester, Nottingham and Sheffield, 92.1 per cent of students in Scottish universities apart from St. Andrews.

Practical drawbacks of lodgings

88. The disadvantages of lodgings in regard to general education and understanding of university life have already been noted. These deficiencies, together with the practical drawbacks now to be considered, derive from the simple fact that lodgings have not been planned with the students' good in mind, but are a business proposition in which the student cannot offer a large purchase price. In most places the student competes for lodgings in an open market, with all the disadvantages of his absence in vacations and irregular hours, and this at a time when higher wages and the small size of modern houses make it unnecessary or impossible for many housewives to take lodgers at all. Hence the "good" lodgings near any university are soon exhausted, and students have to make do with less good, sometimes changing their rooms frequently. Some of these students live more than an hour's journey from the university centre and are obliged to waste their time and spend their money daily in travel which at least in the morning takes place in the crowded conditions of the rush hour. Many sets of lodgings in university towns which are also industrial cities house two or even three students in a bedroom with five, six or still more eating and working in a downstairs room. We have heard of numbers of lodgings where the student is not permitted to return to his rooms during the day, and not allowed a key.

A recent investigator reports: "In inquiries which were made from first-year students (at the University College of Swansea) during the years 1948-49 and 1949-50, it was found that out of 565 students who replied almost half lived in lodgings. One hundred and forty-two of them shared bedrooms and forty-eight shared beds. To share a sitting-room with another student was a usual practice, and it was a lamentably common occurrence for them to share it also with the landlady and her family. In some cases there were also a number of non-student lodgers who shared the sitting-room and indulged in non-stop radio the whole evening. Piano practisers and landladies' visitors were other notable enemies of application to study. . . . In one lodgings there were six students and a commercial traveller. Three students had single beds in one bedroom, three others had a double and single bed in another bedroom. The students were not allowed to work upstairs, and the seven lodgers shared one sitting-room. There were three wireless sets, one of which was constantly blaring forth in the next room. No fire was allowed during the month of October. Lights were put out at eleven o'clock unless there was 'special' study to be done."¹

Policy of seeking co-operation of landladies and parents

89. There is no easy answer to these problems. But it seems inevitable that in future universities will have to accept increasing responsibility for finding lodgings for their students. The work is considerable, but rewarding in terms of the educational value to the students themselves. Most universities no doubt will aim at reducing the numbers of students in rooms to the point which excludes really unsatisfactory or distant lodgings, and at bringing the satisfactory lodgings to some degree into the university context. We have heard of one university institution where the landladies of registered and supervised lodgings are invited to an annual social function and made to feel that they are within the university's orbit—in some sense, part of its organisation. This policy of seeking co-operation may be adapted also to the problems of home students. Many parents have made sacrifices to enable their son or daughter to go to a university, and they would be prepared to help in various ways if they realised what was required. A carefully written letter to the home before the student arrived at college might clear up many misunderstandings about the advisability of his spending time at the university outside lecture hours, the need for him to work in a quiet room in the evening, the importance of freeing him from outside social claims during the period of his course, and the difference between university vacations and school holidays. In fact it might often be wise that the home should regard itself mainly as a sleeping place while the student is at college. Half the problems of a student with difficult home conditions would be solved if it were understood that during term he left home after breakfast, not to return till bedtime.

The "student day" plan

90. Sir Eric Ashby has suggested that the needs of the student during the long absence from his base may be met by the "student day" plan, whose key idea is that the university should provide facilities for a student to spend both his work hours and leisure hours within it. For a student's education his dormitory is not important; what is important is the place in which he spends his waking life. If the union, university library and a supply of lecture rooms to be used as

¹ From *School to University*: by R. R. Dale, p. 111.

quiet writing rooms were kept open till late in the evening, he need use his home or lodgings only as a sleeping place and live in the university. The "nine to five mentality" would be cured by the habit of spending the hours from five to ten in the university precincts¹.

91. Opinions differ about the value of this plan. Some universities feel that it meets their special needs, and that expenditure on amenities for the social and working day of the students should take precedence over halls of residence. With this in mind, several union buildings have been enlarged to include private rooms for parties or music and now provide facilities for evening meals. The university of a great city has put money during the post-war period into amenities for the student day rather than halls, keeping the library open from 9.30 a.m. to 9 p.m. and maintaining a snack bar service; but this policy was followed in order to make inadequate funds go furthest, not because it was thought to be as good as an offer of residence. The value of the student day scheme is that it supplies amenities and a fuller university life for the large number of students for whom residence is not available. But what they get is still not equal to what they would find in a hall of residence which possesses a strong senior common room. Life in a hall of residence is good because it teaches a student both how to mix with his fellows and how to be alone; but the student day scheme may well teach him neither. In the crowded union he could, if he wished, walk about as solitary as a stranger in London. Learning how to handle human relationships at close quarters is imperative in a hall but optional in a union. The common rooms might be large and comfortable but they might well seem to him almost as impersonal as the lounge of a liner or hotel and he would never know the friendliness of his own armchair, bookcase and writing table. Nor could he invite friends to his room or act as host. A long day spent in public places with no possibility of privacy does not give much time for thought or quiet work. A locker and a cloakroom cupboard are a small base on which to build a personal life.

The importance of staff-student relationships

92. The best chance of success for the student day plan is that it should enlist the interest and co-operation of the academic staff. Every suggestion for the betterment of a student's life on levels other than those of material comfort comes back to this all important point. Natural and informal contacts with his teachers convey the purpose of the university to him as nothing else could, and make more likely the hearing of that casual word that has so often revealed to people of student age a new view of scholarship. We have heard with interest of one university where a meeting of members of staff to discuss staff participation in the student day system had been well attended and where close consideration was given to timetable and dining arrangements that would facilitate contacts between students and staff. In contrast to this, we were told that in another university there was no place where staff could entertain students, and that any pressure for a meeting place came from the students and not from the staff. In some universities a common dining room, limited in size, has been established in addition to the usual separate staff and student restaurants. The value of this depends, of course, on the readiness of both sides to make good use of it.

¹ A note on an Alternative to Halls of Residence: by Eric Ashby, *Universities Quarterly*, Vol. 5, No. 2, February, 1951, p. 150.

Associate membership of halls of residence

93. A second alternative to full residence is to use the present halls also as centres for non-resident students, admitting them to membership with limited rights—including the right to dine occasionally. We have received much evidence from wardens on this proposal. It will be remembered that a scheme of membership for ex-residents gained considerable approval, which we fully endorsed. But it was the wardens' general opinion that even if practical difficulties could be overcome, associate membership for those who never had lived in the hall, and never would live there, must either weaken the corporate spirit or mean so little to the member that the arrangement was hardly worth while. Where local conditions allow of such a scheme, however, its effect might still be good, for it certainly could enrich the non-resident student's life by opening to him another sphere of social relationships. But the numbers who would benefit do not seem large enough to make much impression on that formidable percentage of students for whom the university is providing little pastoral care outside the work of instruction.

Non-residential halls or "student houses"

94. A third alternative is the non-residential hall. It has been suggested to us that experiments might be made with institutions—to which we give the name "student houses"—very similar in organisation and function to residential halls except that they would not provide sleeping accommodation and only sometimes a dining room. They would have an academic warden and senior and junior common rooms. Students would apply for membership as they do for residential halls, and the warden would make his selection to form an interfaculty society of from 100 to 200 students, with senior members in the proportion of about one to twenty students. A convenient building close to the university—perhaps in some cities an adapted part of a terrace of houses—would be the first essential, for the student who already has to travel between home or lodging and university will not be willing to make a further journey. Common rooms, small rooms for parties and conversation and music, a music practice room, perhaps two or three bedrooms with bunk beds available at a small charge on a one-nightly basis for students with late engagements, quiet reading rooms or studies where students could work in a non-institutional atmosphere, and a small kitchen and pantry would all be desirable. Laundry facilities, bathrooms and changing rooms would be much appreciated by dwellers in certain types of lodgings. Possibly flats on the upper floors might be occupied by the warden or by one or two members of staff or graduate assistants; the official studies of some senior members might be located in the student house. The further suggestion has been made that dining rooms might be provided, partly to reduce the load on the union and partly to foster closer relationships between the students. If two or more such houses were sited together, it may be that a common kitchen could serve all their dining rooms, with a single officer in charge of catering. Not all of this accommodation would be additional to the requirements of the university as at present conceived, for the dining rooms, common rooms and studies could take the place of some of the extensions to refectories, unions and general accommodation which most universities will need to make. No doubt the corporate spirit would not be as strong in a student house as it is in a residential hall; yet under skilful guidance a sense of membership and continuity could grow. Student houses might develop societies and teams as residential halls do. If at a later date it were possible to

put more students into residence, the members of an established student house would be a valuable nucleus round which to build the membership of a residential hall.

95. The cost of a student house, even if our suggestion of well-appointed buildings be met, is so much smaller than that of a hall of residence that the provision of student houses in fair numbers in the next few years may well be a practicable proposition. We would suggest that some universities might consider experimenting with student houses instead of extending union premises, if these are already large. Such houses might prove a valuable supplement to the union, fulfilling some of the functions both of a hall and of a union, and might take a certain overflow from the central union building itself.

Conclusion

96. Such are the main alternatives to residential halls that have been described or suggested to us. The student day plan, associate membership of halls for non-residents, and student houses could all contribute to the daily comfort and well-being of the student who lives at home or in lodgings. But in every case our witnesses were at pains to make clear that in educative value the alternative was a second best. We emphatically endorse this view.

SUMMARY AND CONCLUSIONS

97. The universities of Great Britain, which have greatly increased their numbers during the present century, are faced now by a period—whose end cannot be foreseen—of rapid and continuous further expansion. In 1927, the student population of the universities was 43,262; in 1939 it was 50,002; by the autumn of 1956 it was 88,701. So recent is this expansion that the steepness of its line of ascent, and the formidable problems, both academic and practical, that result, are hardly realised in their full force even by those engaged in university work. The moderate increase in student numbers year by year during the period between the wars was replaced after 1945 by a high-speed expansion which raised the figures from 37,830 to 85,421 in five years. At the time this was regarded as a post-war emergency reconstruction, requiring a special *ad hoc* effort, which would be followed by a time of consolidation and stability. Such a view could not be held for long. It quickly became evident that the age on which we are entering demanded a thorough-going revision of the national use of manpower, with a much higher proportion of university trained people. The pressure on the universities was renewed and intensified; they are now being asked to expand from their present total figure of 88,701 to something like 102,000 by 1961, and there is nothing in the present trend of our country's development to suggest that the pressure will decrease.

98. Such transformation brings with it, among other changes, an immense demand for the provision of residential places. The students cannot have a university education unless they have somewhere to live. Many will not be in reach of their home during university terms, the supply of possible lodgings is limited and at this stage in most university cities all but exhausted. Universities themselves must inevitably assume much greater responsibility for building

accommodation for their students than in the past. Whatever alternatives to halls of residence they may be able to provide, a substantial programme for the construction of such halls is likely to be needed.

99. But the expansion of university education is not a matter of catering only for increased numbers. Whereas formerly entrance was in the main restricted to students whose parents could pay fees or who could surmount high scholarship hurdles, a large-scale system of public grants now enables most young people who reach a required level of ability to work for a degree. Many of these students are the first of their families to receive a university education; although they have been given much help by their schools, they still have an inadequate framework of general reference into which they can fit their specialised training with a sense of its relevance to the whole. These difficulties and deficiencies cannot be ignored by the university. It must find ways in which to give its students a chance to grow roots in university soil. During his university years a student needs books, amenities, social contacts, advanced knowledge, and the society of mature and able minds. He must find these available to him outside his department as well as in it and during his leisure hours as well as those spent in study. These are among the considerations which have brought us to the conclusions summarised below. In stating them, we are well aware that they will not in equal degree be applicable, or relevant, to the situation in every British university. Such is the variety in the size, environment, traditions and character of our universities that all their problems are individual and require solutions fitted and adapted to the special circumstances of each.

100. The evidence we have heard on the value of halls of residence in supplying the necessary accommodation for students in the form best suited to their needs makes us certain that the numbers of halls of residence should be considerably increased. In the expenditure of funds available for them, we hope that due attention may be given to those factors which have educative value, especially to single study-bedrooms, libraries and accommodation for senior common rooms. We have been so much impressed by what we have heard about the advantages of concentrating a student's university life during term time in one area that we have come to think it desirable that new halls—whether they are new structures or adaptations of existing houses or terraces—should, wherever possible, be near the university centre, even though this may mean experimenting boldly and building high. We are, of course, aware that in some cities such a policy may be impracticable.

101. Although variety is to be welcomed, and special circumstances may often dictate the size of a particular hall, we agree with the principle frequently expressed to us that it is probably best for the individual hall not to exceed 130 to 150 students. Where experiments are made in the grouping of halls on neighbouring sites with a number of services in common, we hope that each of the halls might have its own warden and senior common room.

102. On educational grounds we believe that two years' residence in the hall is desirable for most students admitted to membership, with an arrangement, whenever possible, for membership of the hall to be retained by ex-residents who would for the rest of their university course or courses have the right to use some of the amenities of the hall. In furtherance of such a scheme, some halls might perhaps be encouraged to build up a nexus of lodgings in special relationship with them, in which some third and fourth year ex-residents would live.

We are in agreement with the usual practice by which the selection of students for membership of halls is made by the wardens rather than by the administrative officers of a university.

103. We are convinced by the volume of testimony received that the success of a hall as an instrument of education depends above all on the qualifications, personality and status of the warden, and that great effort should be made to ensure that the office of warden is recognised as one of value and importance in the educational as well as in the administrative life of the university. We hope that the time will come when the appointment to a wardenship will be regarded as a promotion for anyone under the rank of professor. We are sure that wardens of halls should, whenever possible, be men and women holding an academic post in the university. Adequate clerical help should in our view be available for wardens. The warden, if he does not live in the hall, should live in a house near it, possibly connected with it by a covered way. Halls of 130 or more where the warden is also a member of the academic staff, should, we think, be provided with a bursar responsible under the warden for the administration and day-to-day running of the hall both during term time and for any periods when it may be let for conferences during vacation. A domestic bursar or housekeeper might well be appointed to assist the warden in the running of every smaller hall or group of smaller halls.

104. Since halls of residence should be regarded as part of the provision for the general education of students who are their members, a senior common room should be considered indispensable, and we suggest that the proportion of senior resident staff should, where possible, be one for every twenty students in residence. We have been impressed by the usefulness of staff houses, adjacent to halls, where these have been provided for married members of the senior common room and their families. To meet the shortage of members of senior common room residing in halls, we suggest that some universities may like to experiment by appointing "graduate assistants" to the warden from among post-graduate students who might receive a whole or partial remission of residence fees in return for social or supervisory obligations within the hall. In a hall of 130 or more, an appropriate membership for the senior common room might thus possibly include the warden, one or more academic sub-wardens, a bursar, one or more other members of the academic staff (resident or non-resident) who are closely associated with the hall, and several graduate assistants.

105. We have received much evidence about the government and control of halls of residence, and have come to the view that a greater share in the government than now obtains in some universities might well be taken by the warden and those senior members who live in the hall. We suggest that the internal government of a hall might perhaps normally be the responsibility of a hall council, whose chairman should be the warden and whose membership might include the senior members of the university resident in or attached to the hall, together with one or two other senior members of the university, including where possible a member of senate, and where appropriate a representative or representatives of the graduate assistants. The hall council might have freedom to spend, within the limits of an agreed annual estimate, the moneys apportioned by the university to the hall's account. But a joint committee of the university council and senate should, we think, meet regularly to consider the policy of

the university as a whole on student residence, including its educational implications, the wardens naturally being members of this committee, or well represented on it. We like the principle adopted in very many halls by which a hall committee of elected students is constituted to deal with junior common room affairs.

106. We have heard evidence on the advisability of tutorial work in halls, whether in the field of the student's special subject, in general education, or in the personal relationship often described as moral tutoring. We have deduced from it that, while academic work will not normally be carried on in halls, experiments in this field are of value, and that conditions of hall life may lend themselves well to a system of moral tutoring. This has proved itself successful in many cases known to us.

107. Finally, since there is no immediate possibility of offering residence to every student, we feel that as many means as possible should be used for bringing students living at home and in lodgings more fully into university life. The students should be encouraged to spend as much as possible of their day within the university precincts and facilities for work, meals and leisure activities therefore need to be provided. While the union supplies many of these, we do not feel that it can afford the requisite privacy, nor indeed handle the numbers that will soon be found in the universities. We therefore suggest that student houses, each under the leadership of its own warden, might be established near the main buildings of universities to serve as non-residential halls. These might be a social and cultural centre for an appropriate number of students who were not members of a residential hall.

W. R. NIBLETT (*Chairman*)

A. L. C. BULLOCK

D. G. CHRISTOPHERSON

DOROTHY DYMOND (*Who also acted as Secretary*).

ERIC JAMES

N. F. MOTT

MARY OGILVIE

L. H. A. PILKINGTON

MARY STOCKS

July, 1957

APPENDIX I

University Residence of Students

(All university institutions—Great Britain)

Academic Year	Total number of full-time students	Colleges and Halls of Residence		Lodgings		At Home		Not living at Home	
		Numbers	Percentage of Total	Numbers	Percentage of Total	Numbers	Percentage of Total	Numbers Col. (3) + Col. (5)	Percentage of total Col. (4) + Col. (6) (10)
		(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1934-35	50,638	12,031	23.8	16,358	32.3	22,249	43.9	28,389	56.1
1935-36	50,529	12,153	24.1	16,537	32.7	21,839	43.2	28,690	56.8
1936-37	49,689	12,324	24.8	16,381	33.0	20,984	42.2	28,705	57.8
1937-38	49,189	12,438	25.3	16,353	33.2	20,398	41.5	28,791	58.5
1938-39	50,002	12,535	25.1	16,600	33.2	20,847	41.7	29,155	58.3
1939-40	43,320	10,791	24.9	15,903	36.7	16,626	38.4	26,694	61.6
1940-41	37,284	10,070	27.0	12,818	34.4	14,396	38.6	22,888	61.4
1941-42	37,324	9,858	26.4	12,686	34.0	14,780	39.6	22,544	60.4
1942-43	36,764	9,405	25.6	12,235	33.3	15,124	41.1	21,640	58.9
1943-44	35,648	8,899	25.0	11,884	33.3	14,865	41.7	20,783	58.3
1944-45	37,839	9,332	24.7	12,196	32.2	16,311	43.1	21,528	56.9
1945-46	51,622	13,122	25.4	17,135	33.2	21,365	41.4	30,257	58.6
1946-47	68,452	16,942	24.8	24,437	35.7	27,073	39.5	41,379	60.5
1947-48	78,507	18,328	23.4	29,159	37.1	31,020	39.5	47,487	60.5
1948-49	83,690	19,075	22.7	31,935	38.2	32,730	39.1	50,960	60.9
1949-50	85,421	19,458	22.8	33,555	39.3	32,408	37.9	53,013	62.1
1950-51	85,314	19,438	24.3	33,373	39.1	31,209	36.6	54,105	63.4
1951-52	83,458	21,625	25.9	33,005	39.6	28,828	34.5	54,630	65.5
1952-53	81,474	22,269	27.3	32,599	40.0	26,646	32.7	54,828	67.3
1953-54	80,602	22,625	28.1	32,987	40.9	24,990	31.0	55,612	69.0
1954-55	81,705	23,243	28.4	34,548	42.3	23,914	29.3	57,791	70.7
1955-56	85,194	23,415	27.5	38,072	44.7	23,707	27.8	61,487	72.2
1956-57*	88,701	23,916	27.0	41,634	46.9	23,151	26.1	65,550	73.9

* The breakdown for this year is provisional only.

APPENDIX II

Present Hall Provision (1956-1957)

University or College (Total student population)	Name of Residence	Year of Foundation	Men or Women	Number of students in residence	Senior Common Room Inc. Warden, Sub-Warden and Bursar, as appropriate
(1)	(2)	(3)	(4)	(5)	(6)
Birmingham University (3,428)	University House . . .	1908	W	150	4
	Chancellor's Hall . . .	1922	M	130	6
	Chad Hill . . .	1950	M	32	2
	Manor House . . .	1954	M	40	2
				352 (10%)	
Bristol University (2,871)	Clifton Hill House . . .	1909	W	114	5
	Wills Hall . . .	1929	M	177	8
	Manor Hall . . .	1932	W	199	6
	Burwalls . . .	1946	M	56	7
	Langford House . . .	1954	M	24	2
		1954	W	2	
	Churchill Hall . . .	1956	M	112	5
	Independent Theological Colleges associated with the University.	—	M	48	—
				732 (25%)	
University of Durham Durham Colleges (1,284)	University College . . .	1833	M	217	16
	Hatfield College . . .	1846	M	214	13
	St. Cuthbert's Society . . .	1871	M	43	3
	St. Aidan's Society . . .	1895	W	55	3
	St. Hild's College . . .	1896	W	43	14
	St. Mary's College . . .	1899	W	127	7
	St. Chad's College . . .	1904	M	55	3
	St. John's College . . .	1909	M	119	5
	Bede College . . .	1919	M	60	8
	Neville's Cross College . . .	1924	W	27	10
				960 (75%)	
King's College Newcastle (3,009)	Easton Hall . . .	1914	W	39	2
	Henderson Hall . . .	1930	M	91	6
	Ethel Williams Hall . . .	1950	W	92	5
				222 (7%)	

APPENDIX II—continued

(1)	(2)	(3)	(4)	(5)	(6)
Exeter University (1,051)	Hope Hall	1921	W	102	1
	Reed Hall	1925	M	62	1
	Exeter Hall	1930	M	82	1
	Lopes Hall	1930	W	104	1
	Mardon Hall	1933	M	83	2
	Thomas Hall	1936	W	28	1
	Crossmoor Hall	1944	M	58	1
	Birks Grange	1946	W	20	1
	Barton Place	1949	W	21	1
				560 (53%)	
Hull University (1,058)	Needler Hall	1928	M	68	2
	Thwaite Hall	1928	W	166	4
	Cleminson Hall	1953	W	66	2
	Ferens Hall	1954	M	300	5
				600 (57%)	
Leeds University (3,793)	Lyddon Hall	1892	M	61	4
	Westwood Hall	1919	W	91	3
	Oxley Hall	1921	W	128	7
	Devonshire Hall	1930	M	171	9
	Woodsley Hall	1946	M	44	2
	Lupton Hall	1948	W	35	2
	Sadler Hall	1949	M	31	2
	Ellerslie Hall	1950	W	21	2
	Tetley Hall	1951	W	66	2
	<i>Not directly controlled by the University:</i>				
	Hostel of the Resurrection	—	M	34	—
				682 (18%)	
Leicester University (811)	College Hall	1947	W	216	8
	Beaumont Hall	1947	M	264	9
				480 (59%)	
Liverpool University (3,164)	University Hall	1921	W	156	4
	Derby Hall	1939	M	164	6
	Veterinary Field Station Hos- tel (for 5th year Veterinary students only).	1942	M	28	5
	Rankin Hall	1945	W	123	5
	<i>Not directly controlled by the University:</i>				
	The University Settlement, Nile Street.	—	W	7	—
	Methodist International House.	—	M	27	—
	Josephine Butler Memorial House (Church of Eng- land Hostel).	—	W	6	—
	The Hermitage (Roman Catholic Hostel).	—	W	3	—
				514 (16%)	

APPENDIX II—continued

(1)	(2)	(3)	(4)	(5)	(6)
<i>London University</i> (19,403)					
University Halls of Residence	Connaught Hall	1928	M	79	1
	Canterbury Hall	1946	W	220	2
	Nutford House	1949	W	171	2
University Institute of Education	35 Gower Street	1947	M	17	—
	12-15 Bedford Way	1947	W	59	2
	48-49 Coram Street	1948	M	32	—
	25-26 Woburn Square	1954	M	31	—
	35-37 Bedford Way	1956	W	44	1
Bedford College	Reid Hall	1913	W	121	7
	Lindsell Hall	1925	W	84	3
	Hanover Lodge	1947	W	36	2
Imperial College of Science and Technology	The Hostel	1922	M & W	92	2
	Selkirk Hall	1945	M	15	1
	Silwood Park (Biological Field Station).	1947	M & W	25	1
King's College	King's College Hall	1914	M	101	2
	Halliday Hall	1950	M	133	2
London School of Economics and Political Science	Passfield Hall	1949	M	143	3
Queen Elizabeth College	Queen Mary's Hostel	1915	W	150	3
Queen Mary College	Elmhurst	1927	M	32	1
	Lynden Hall	1938	W	38	2
Royal Holloway College	The College	1886	W	338	36
University College	Slade Hostel	1946	M & W	22	—
	Bentham Hall	1951	M	164	3
	Campbell Hall	1954	W	110	2
Westfield College	The College	1882	W	248	16
Wye College	The College	1894	M	93	4
	Withersdane Hall	1946	M & W	66	6
Guy's Hospital Med. School	The Hostel	1945	M	24	—
	St. Christopher's House	1947	M	30	1
London Hospital Med. College	Philpot Street Hostel	1934	M	102	—
Middlesex Hospital Med. School	Residential College	1930	M	28	—
St. Bartholomew's Hospital Med. College	The College	1951	M & W	100	2
St. Mary's Hospital Med. School	Wilson House	1954	M	87	2
University College Hospital Med. School	119-131 Gower Street	1930	M & W	69	1
	93-97 Gower Street	1944	M	33	1
Westminster Medical School	Brabazon House	1946	M	69	—
				3,206 (16.5%)	

Note: In addition, there are a number of students (between 300 and 350) living in recognised halls of residence such as College Hall (W) and London House (M). Including these students, the percentage of the total student population of London University in residence is about 18 per cent.

APPENDIX II—continued

(1)	(2)	(3)	(4)	(5)	(6)
Manchester University (4,313) and	Ashburne Hall	1900	W	218	12
	St. Anselm Hall	1907	M	80	4
	Ellis Llwyd Jones Hall . .	1919	W	83	3
Manchester College of Science and Technology (940)	<i>Licensed by the University :</i>				
	Hulme Hall	1870	M	150	—
	Dalton Hall	1876	M	92	—
	Langdale Hall	1904	W	45	—
	St. Gabriel's Hall	1920	W	44	—
	Lancashire Independent College (Congregational)	1922	M	63	—
	Unitarian College	1926	M	21	—
	Montgomery House (Y.M.C.A.).	1952	M	90	—
	Hartley Victoria Methodist College	1955	M	85	—
				971*	

* This total includes 78 students (77 men and 1 woman) from the faculty of technology in the College. The percentage of students from the University in residence is 21 per cent and from the College 8 per cent.

North Staffordshire University College (611)	Lindsay Hall	1949	W	235	These Halls are supervised by wardens assisted by resident tutors.
	Horwood Hall	1949	M	360	
				595 (97%)	
Nottingham University (2,345)	School of Agriculture . . .	1915	M & W	206	4
	Florence Boot Hall and annexe.	1928	W	144	2
	Hugh Stewart Hall	1930	M	189	4
	Wortley Hall	1946	M	119	2
	Florence Nightingale Hall and annexe.	1951	W	164	4
				822 (35%)	
Reading University (1,283)	Wantage Hall	1908	M	127	4
	St. Andrew's Hall	1911	W	142	4
	Wessex Hall	1913	W	87	1
	St. Patrick's Hall	1913	M	153	7
	St. George's Hall	1918	W	77	1
	Mansfield Hall	1945	W	77	1
	Whiteknights Park House .	1950	M	44	3
				707 (55%)	
Sheffield University (2,280)	University Hall	1909	W	140	5
	Crewe Hall	1936	M	132	8
	Ranmoor House	1947	M	49	2
	Stephenson Hall	1952	M	105	10
				426 (19%)	

APPENDIX II—continued

(1)	(2)	(3)	(4)	(5)	(6)
Southampton University (1,301)	South Hill	Early 1920's	W	32	2
	South Stoneham House .	1921	M	79	5
	Highfield Hall	1929	W	109	7
	Connaught Hall	1931	M	128	5
	Glen Eyre Hall	1947	M	150	9
				498 (38%)	
Aberystwyth University College (1,255)	Alexandra Hall and annexe .	1896	W	209	3
	Plynlymon Hall	1901	M	72	2
	Carpenter Hall	1920	W	62	1
	Ceredigion Hall	1948	W	72	2
	Pantycelyn Hall	1951	M	122	4
	<i>Not directly controlled by the College:</i>				
	Clarendon Hall	—	W	32	—
	Aberglasney Hall	—	W	18	—
				587 (47%)	
Bangor University College (909)	University Hall	1897	W	140	5
	Neuadd Reichel	1942	M	167	8
	<i>Not directly controlled by the College:</i>				
	Church Hostel (Church in Wales).	—	M	28	—
	Bala-Bangor (Congregational)	—	M	27	—
				362 (40%)	
Cardiff University College (1,606)	Aberdare Hall	1885	W	134	1
	University Hall	1955	M	63	2
	<i>Leased to the College by the Provincial Council for Education of the Church in Wales:</i>				
	Llandaff House	—	M	37	—
				234 (15%)	
Swansea University College (1,030)	Beck Hall	1922	W	82	1
	Neuadd Gilbertson	1956	M	98	2
				180 (17%)	
Welsh National School of Medicine (203)	The Welsh National School of Medicine Refectory and Residence (separate residences for men and women).	1938	M	35	1
			W	21	1
				56 (28%)	
Aberdeen University (1,703)	—	—	—	—	—

APPENDIX II—continued

(1)	(2)	(3)	(4)	(5)	(6)
Edinburgh University (4,562)	Masson Hall and annexes . . .	1897	W	87	1
	Muir Hall	1897	W	72	1
	Cowan House	1929	M	104	5
	Salisbury Green	1946	M	45	—
	St. Leonard's Hall	1946	W	44	—
	<i>Not directly controlled by the University:</i>				
	East Suffolk Road Hostels—				
	3 Hostels		W	149	—
	2 Hostels			approx.	—
	University Settlement:				
Glasgow University (4,861)	Cameron House		M	5	—
	New College Divinity Students' Residence.		M	44	—
				550 (12%)	
	MacLay Hall and Strain Hall	1921	M	113	2
	MacBrayne Hall	1923	M	60	2
	Queen Margaret Hall and annexes	1924	W	90	6
	Kelvin Lodge	1946	M	54	1
	Horselethill House	1948	M	45	2
				362 (7%)	
Royal College of Science and Technology, Glasgow (1,469)	Lochview Hall	1951	M	50	—
				50 (3%)	
St. Andrews University (2,114)	<i>St. Andrews:</i>				
	University Hall	1896	W	180	1
	MacIntosh Hall	1930	W	152	2
	St. Salvator's Hall	1930	M	121	3
	Deans Court	1931	M	9	—
			(post graduate)		
	St. Regulus Hall	1945	M	94	2
	Hepburn Hall	1947	M	28	1
	Hamilton Hall	1950	M	97	3
	<i>Dundee:</i>				
The Queen's University Belfast (2,171)	Airlie Hall	1946	M	163	4
	West Park Hall	1948	W	74	5
				918 (43%)	
	Riddell Hall	1915	W	65	1
	Queen's Elms	1936	M	72	7
	Aquinas Hall	1944	W	58	—
				195 (9%)	

APPENDIX III

List of persons who gave written or oral evidence to the sub-committee

Mr. J. W. L. Adams, Warden of Crewe Hall, University of Sheffield.

Dr. R. S. Aitken, Vice-Chancellor and Principal, University of Birmingham.

Sir Edward V. Appleton, Vice-Chancellor and Principal, University of Edinburgh.

Sir Eric Ashby, President and Vice-Chancellor, The Queen's University, Belfast.

Association of Principals, Wardens and Advisers of University Women Students.

[The Association did not wish to submit a single document; but they invited their members to contribute views individually. The following responded to the invitation:

Miss H. A. Beecham, Florence Nightingale Hall, Nottingham.

Miss J. Bloxham, The Tutor of Women Students, Leeds.

Miss E. M. Bone, University Hall, Sheffield.

Miss M. B. Carey, Weetwood Hall, Leeds.

Miss E. A. H. Clifford, University Hall, Liverpool.

Mrs. E. Conway, Queen Margaret Hall, Glasgow.

Miss M. Dawson, Riddel Hall, Belfast.

Miss J. G. Dow, Thwaite Hall, Hull.

Miss G. Durden Smith, College Hall, London.

Miss K. G. Gough, Ashburne Hall, Manchester.

Miss D. M. Grove, Lynden Hall, Queen Mary College, London.

Mrs. I. M. Horsburgh, Ellis Llwyd Jones Hall, Manchester.

Miss E. M. Leese, Rankin Hall, Liverpool.

Mrs. A. T. Markwick, Reid Hall, Bedford College, London.

Miss M. T. Martin, University Hall, Bangor.

Miss U. F. Martindale, St. Andrew's Hall, Reading.

Miss G. M. Morgan, Manor Hall, Bristol.

Mrs. G. Morgan Jones, Carpenter Hall, Aberystwyth.

Miss E. O. Parry, Aberdare Hall, Cardiff.

Miss D. J. Phillips, Lupton Hall, Leeds.

Miss L. Powys-Roberts, Alexandra Hall, Aberystwyth.

Miss I. T. Ross, Lopes Hall, Exeter.

Miss H. A. Saer, Ceredigion Hall, Aberystwyth.

Miss E. M. Scott, St. Aidan's Society, Durham.

Miss M. I. Ward, South Hill Hall, Southampton.

Mrs. P. M. White, Langdale Hall, Manchester.

Miss M. L. M. Young, Adviser to Women Students, Manchester.

Association of University Teachers.

Mr. R. L. Bishop, Warden of Beaumont Hall, University College of Leicester.

- Dr. C. I. C. Bosanquet, Rector, King's College, Newcastle-upon-Tyne.
- Miss Janet Carpenter, one-time Warden of Highfield Hall, University of Southampton and University House, University of Birmingham.
- Dr. A. W. Chapman, Registrar, University of Sheffield.
- Mr. R. Chapman, Warden of Passfield Hall, London School of Economics and Political Science.
- Mr. F. H. Coppleson, President, National Union of Students.
- Mr. D. H. Evans, Warden of Devonshire Hall, University of Leeds.
- Mr. J. S. Fulton, Principal, University College of Swansea.
- Rev. D. W. Gundry, Warden of Neuadd Reichal, University College of North Wales, Bangor.
- Dr. B. L. Hallward, Vice-Chancellor, University of Nottingham.
- Dr. J. H. Higginson, Warden of Sadler Hall, University of Leeds.
- Captain (S) C. H. Law (R.N., Retd.), Warden of Maclay and Strain Halls, University of Glasgow.
- Dr. D. W. Logan, Principal, University of London.
- Dr. H. H. Lucas, Warden of Wortley Hall, University of Nottingham.
- Miss N. A. Macfarlane, Senior Woman Tutor, University of Birmingham.
- Miss N. J. Mitchelhill, Warden of Canterbury Hall, University of London.
- Sir Charles R. Morris, Vice-Chancellor, University of Leeds.
- Sir Philip Morris, Vice-Chancellor, University of Bristol.
- Dr. S. H. Piper, Emeritus Professor, University of Bristol.
- Rev. R. H. Preston, Warden of St. Anselm Hall, University of Manchester.
- Mr. G. A. Sutherland, Principal of Dalton Hall, University of Manchester.
[Principal Sutherland also submitted a memorandum on behalf of a group of Wardens of Men's Halls of Residence.]
- Miss M. H. Wilson, Warden of Lindsay Hall, University College of North Staffordshire.

APPENDIX IV

Books and publications referred to by the sub-committee

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